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ABSTRACT

Hearings held before the U.S. House Subcommittee on Postsecondary Education regarding reauthorization of the Higher Education Act and related measures are presented. The focal area is issues of administrative allowances for the student financial aid programs and student information. Title IV presently authorizes three administrative allowances for institutions of postsecondary education which participate in the student financial assistance programs. Legislation stipulates that institutions are to provide information about the institution and about student financial assistance to all students and prospective students. Testimony is presented by representatives of student organizations, states, and education professionals concerned with these topics. Hearings also concern Titles IX and XI of the Higher Education Act, graduate programs and law school clinical experience programs. Title IX includes graduate and professional opportunities program, public service fellowships, and domestic mining and mineral fuel conservation fellowships. Hearings also consider Title XII of the Higher Education Act. Among the provisions of Title XII are sections 1202 and 1203 which provide state postsecondary education commissions and for federal assistance for comprehensive statewide planning in postsecondary education. Another area considered by the subcommittee is the reauthorization of the Fund for the Improvement of Postsecondary Education, which is authorized by section 404 of the General Education Act. The fund has been laboring to stimulate creative and innovative educational practices in postsecondary education. (SW)

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REAUTHORIZATION OF THE HIGHER EDUCATION ACT AND RELATED MEASURES

Part 7

HEARINGS

BEFORE THE

SUBCOMMITTEE ON POSTSECONDARY EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

NINETY-SIXTH CONGRESS

FIRST SESSION

HEARINGS HELD IN WASHINGTON, D.C.,
ON JUNE 12, 13; JULY 12, AND 13, 1979

Printed for the use of the Committee on Education and Labor

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REAUTHORIZATION OF THE HIGHER EDUCATION ACT AND RELATED MEASURES

Part 7—Student Financial Assistance

TUESDAY, JUNE 12, 1979

House of Representatives,
Subcommittee on Postsecondary Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:45 a.m., in room 2261, Rayburn House Office Building, Hon. William D. Ford (chairman of the subcommittee) presiding.

Members present: Representatives Ford, Buchanan, and Bailey.

Staff present: Thomas R. Wolanin, staff director; Patricia F. Rissler, deputy staff director; William Clohan, minority assistant education counsel; and Jennifer Vance, minority legislative associate.

Mr. Ford. We will call the meeting to order this morning for the purpose of continuing the hearings on reauthorization of the Higher Education Act and related measures.

Our hearing today will continue our consideration of issues related to the student financial aid programs, and the focus this morning will be on the issues of administrative allowances for the student financial aid programs and student information.

Title IV presently authorizes three administrative allowances for institutions of postsecondary education which participate in the student financial assistance programs:

First, payment to institutions of $10 for each basic grant recipient is authorized; second, payment of $10 for each student who has a guaranteed student loan is authorized; and third, institutions can use 4 percent of the total of their annual SEOG, college work study, and NDSL funds for administrative purposes.

This third administrative allowance may not exceed $325,000 per institution per year. Current law requires that each of these three administrative allowances be used to carry out section 493A. This section requires that institutions provide information about the institution and about student financial assistance to all students and prospective students.

No appropriations have been made for the administrative allowances under either the basic grant or the guaranteed student loan program since they were authorized by the Education Amendments of 1976.

In addition to the mandate of section 493A that institutions provide information to students, section 418 authorizes the Commissioner to make grants to States to pay part of the cost of planning, establishing, and operating educational information centers which provide education information, guidance, counseling, and referral services for all individuals in the State; $3 million was appropriated for this program in the current fiscal year.

Our witnesses this morning will include representatives of student organizations, States, and education professionals concerned with these topics.

We will start with a panel consisting of Neil Bolyard, president of the National Association of Student Financial Aid Administrators, accompanied by Dallas Martin, executive director; James Alexander, president of the National Association of College Admissions Counselors; Joel Packer, legislative director, United States Student Association; Layton Olson, National Student Educational Fund; Haskell Rhett, New Jersey Department of Higher Education, and Ted Marchese, Director of Institutional Research, Barat College, Lake Forest, Ill.

I am told, Neil, that you have to go to the Senate this morning, so do you want to proceed?

Mr. Bolyard. Thank you very much, sir.

Mr. Ford. Without objection, the prepared statements of the members of this panel will be inserted in full at this point in the record.

You may now proceed to comment on them, add to them, or supplement them in any way you wish.

STATEMENTS OF NEIL BOLYARD, PRESIDENT, NATIONAL ASSOCIATION OF STUDENT FINANCIAL AID ADMINISTRATORS, AND DALLAS MARTIN, EXECUTIVE DIRECTOR; JAMES ALEXANDER, PRESIDENT OF THE NATIONAL ASSOCIATION OF COLLEGE ADMISSIONS COUNSELORS; JOEL PACKER, LEGISLATIVE DIRECTOR, UNITED STATES STUDENT ASSOCIATION; LAYTON OLSON, NATIONAL STUDENT EDUCATIONAL FUND; HASKELL RHETT, NEW JERSEY DEPARTMENT OF HIGHER EDUCATION; AND TED MARCHESE, DIRECTOR OF INSTITUTIONAL RESEARCH, BARAT COLLEGE, LAKE FOREST, ILL.

[The prepared statement of Mr. Bolyard follows:]

PREPARED STATEMENT OF NEIL BOLYARD, PRESIDENT, NATIONAL ASSOCIATION OF STUDENT FINANCIAL AID ADMINISTRATORS

Mr. Chairman and members of the Subcommittee, it is indeed a pleasure to have the opportunity to appear before you as you continue to review the Title IV student assistance programs. I am Neil Bolyard, director of financial aid at West Virginia University and president of the National Association of Student Financial Aid Administrators. Accompanying me today is Dr. Dallas Martin, executive director of the National Association of Student Financial Aid Administrators.

Before beginning my remarks this morning, allow me a moment, Mr. Chairman, to sincerely thank you and your staff for the hours of hard work that have been spent in preparing for and conducting these reauthorization hearings. The task of carefully reviewing any major piece of legislation of the magnitude of the Higher Education Act is in itself a tremendous undertaking. However, you and your staff have taken extra steps in this reauthorization process to solicit, collect, and compile hundreds of recommendations from all sectors of postsecondary education, and to make these available in advance of the hearings. This has certainly been beneficial to us, and to the other parties who are equally concerned with this important piece of legislation. The systematic and open process of these hearings is a credit to your leadership and is a model of participatory democracy at its best.

Today we would like to review a series of recommendations that would modify several of the General Provisions which currently affect the Title IV student assistance programs.

As you know, the Higher Education Amendments of 1976 added a new section to the existing law (Section 493A) entitled "Institutional and Financial Assistance Information for Students." Under this provision, each institution which receives payments under Sections 411(d) (BEOG), 428(C) (GSL), or 493 (NDSL, SEOG, and CWS), is required to disseminate information to prospective and enrolled students about the six major student aid programs authorized in the Title IV legislation. In addition, Section 493A describes in detail the topics, procedures, and statistics that must be provided to each student. Specifically, information which must be provided includes:

1. A description of all of the student aid programs available at the institution, including federal, state and institutional aid programs;
2. An outline of the procedures to be followed in applying for aid and the forms to be completed;
3. A discussion of the eligibility requirements the student must meet in order to qualify or reapply for aid, including the institution's own academic standards;
4. The selection criteria used in awarding aid to student applicants;
5. The formulae used to determine the student's financial need and amount of award;
6. The elements that are included in the student's expense budget;
7. The student's rights and responsibilities in the aid process;
8. The refund policy used at the institution;
9. The academic program, facilities and faculty available at the institution;
10. The student retention and completion rate at the institution; and
11. The person to contact for additional information and assistance in applying for aid.

While we sincerely concur with the items contained in this section of the law, we have also expanded these items in materials that have been used this past year in the Student Financial Assistance Training Program to include:

1. A description of the purpose and philosophy of the student aid programs as practiced within the institution;
2. A discussion of the criteria used to determine a student's status (i.e., dependent or independent);
3. A sample of the institution's award notification document and accompanying instructions; and
4. Additional narrative describing good money management techniques, such as ways students can save money by using public transportation, sharing facilities, participating in food co-ops, etc.

In general, we are convinced that efforts under this section of the law are resulting in students obtaining much better information about the programs, how to apply for them, and how they work. In addition, information distributed to secondary school counseling personnel this past year through the Office of Education's national training project has also helped to insure that better information is readily available.

Since I realize, Mr. Chairman, that it is sometimes difficult to accurately assess the impact of a new legislative initiative on the target populations to be served, I have brought samples of some of these informational materials with me today, so that you and the members of the Subcommittee can actually see the final product of these efforts.

While the work to date has been excellent in this area and we believe the current legislation is certainly serving the majority of potential and enrolled students, there is still a problem, in our opinion, with the incentives to insure that institutions are complying with this section. Many institutions do not participate in the traditional campus-based programs. Instead, they participate only in the Basic Grant or

GSL programs. In spite of the fact that the existing legislation authorizes administrative cost reimbursements to institutions for the Basic Grant and GSL programs, these allowances have not been funded. Consequently, institutions participating only in these programs receive no administrative allowance and some are not complying with the 493A requirements.

Therefore, we believe it is essential that the existing statute be revised to insure that funds are forthcoming for these two programs as well. The legislative recommendations we provided to the Subcommittee on February 15 modify the current statute and provide a mechanism for the Basic Grant administrative allowances to be folded into the annual Basic Grant appropriation. This eliminates the need to secure a separate appropriation, establishes a procedure which is easy to administer, and does not reduce the dollars available to students.

Similarly, we have suggested another approach to handle the administrative allowance reimbursements for the GSL program. In this case, since the loan dollars do not automatically flow through the institutions, we recommend that the Commissioner be required each academic year to pay to each eligible institution the amount of $10 for each GSL recipient enrolled in that school. This procedure already is used to insure that state agencies receive their administrative reimbursements and can be easily extended to include institutions.

We think these steps are necessary to insure the funding of administrative allowances and to insure that all institutions are complying with the 493A student information provision. However, another reason for making these changes is simply to insure that adequate funding is available within institutions to properly administer the Title IV programs.

While we are grateful for the expansion and growth of these programs in the last 10 years, the fact remains that all institutions have been required to comply with many additional regulations and to assume costly administrative burdens, which were designed to eliminate the undesirable practices of a small number of institutions or students.

On numerous occasions in the past three years we have presented testimony which has attempted to define the magnitude of this problem. Still we find that financial relief is not forthcoming. This is understandable, since a strong opposing argument can be made that since the institution indirectly receives the benefit of students having adequate financial resources for attendance, the institution, in turn, should be willing to support the administration of the student aid programs from their own funds.

We concur with this argument to a degree. However, the problems our institutions face go far beyond the normal administrative costs that would reasonably be associated with such an approach. At the start of these hearings Dr. Martin presented this Subcommittee with an overview of the student aid delivery system, the parties involved, and the steps that occur in the process. In addition, he provided each member of the Subcommittee with a notebook which included samples of all the additional reporting forms and steps which are required of institutions which participate in these programs. These materials illustrate that the process does not end when students actually receive their initial awards. It is also important to note that each of these steps and forms must be completed, regardless of whether an institution has one student receiving aid or several thousand.

In addition to these steps, let us examine some other requirements that have been imposed upon institutions in the past year. Attached to this testimony is a copy of the Office of Education's latest Basic Grant Validation Handbook. It contains a complete description of the steps an institution must follow to resolve those cases in which there appears to be a discrepancy in information on the student's initial application form and the results of the computer edits contained in OE's processing system.

The reason we have attached this Handbook is not to imply that NASFAA is opposed to validation, but to simply illustrate the additional administrative steps required to insure that the initial data and subsequent resulting award to the student are correct. Accuracy of information and the elimination of potential errors certainly helps to insure program integrity. However, the fact remains that, in spite of the millions of dollars the Office of Education spends to edit, process and resolve these cases, it is the individual aid administrator who must counsel the student, assist him or her in obtaining and resubmitting the information, and in securing the tax forms and other statements of certification. These requirements and others are the result of program regulations issued by HEW based on findings from program reviews, independent studies, or from Congressional recommendations. As important as these steps may be to insure proper management, they are not specified in actual legislation. Nevertheless, they are requirements that an institution must follow if it wishes to continue participating in the Title IV programs.

Still another major expense which institutions now face is the statutory requirement that each participating institution have an independent audit performed once every two years on all of their student aid programs. Again in an effort to illustrate the scope and magnitude of this requirement we have attached copies of the official OE audit guides for the campus-based and Basic Grant programs. While we support the basic concept behind this requirement, institutions are being required to expend thousands of dollars each year to comply, even though they may be doing everything correctly. For these and many other reasons, we sincerely hope that the modifications and adjustments in the administrative allowances we have suggested will be incorporated into the final legislation you develop.

Let me now address some other recommendations which we have made that will also help to insure that the students we serve are having their needs met.

Currently, OE regulations do not permit the campus-based funds to be used to offset the additional transportation costs associated with students attending a year-abroad foreign-study program. An institution can use its own funds or funds from the GSL program to meet these needs. This limitation tends frequently to discriminate against a very needy student who cannot secure a GSL, or who is attending an institution that has very limited or no institutional aid funds.

If an institution has developed an enrichment program of this nature which expands the educational experience and training of their students, and which is judged to be an important part of the students' curriculum, then all students should be given a reasonable opportunity to participate. Therefore, we have suggested adding language to the current statute to enable an institution, if it desires, to utilize campus-based funds to offset the reasonable costs of attendance associated with formal study-abroad programs.

Another change we have recommended is to eliminate the current notarization requirement for the affidavit of educational pupose. There is no explicit legal requirement that it must be signed in the presence of a notary and, in fact, a notary public is not in a position to verify the truth of the statements attested by the student aid recipient. Therefore, in view of the additional time and expense imposed on aid recipients and financial aid administrators by the notarization requirement, we urge that the title be changed to a Statement of Educational Purpose, which need not be notarized. This preserves the intent of the document without being an administrative and costly burden for all parties.

Still another important recommendation is to allow institutions to have more flexibility in transferring funds between the various campus-based programs. Institutions attempt to develop sensitive, well balanced aid packages for students containing reasonable amounts of grant, work and loan assistance. Unfortunately, it is frequently difficult to project the proper mix of funds which will actually be needed to meet the needs of individual students at the time the institutional applications are submitted. In addition, outside sources of aid funds vary from year to year, frequently creating fluctuations in the student aid package and proportion of grant and self-help aid awarded. Therefore, if the institution is allowed the flexibility to transfer up to 20% of its annual allotment among the three campus-based programs, the aid administrator can better serve the needs of the students and come closer to insuring that all of the funds are utilized in an effective manner.

Our two final recommendations include a modification to one we provided to you in February regarding the aggregate amount which can be paid to an institution under Section 493(b), Expenses of Administration, and a modification to the General Provisions in Section 1201.

Earlier, we recommended a change to Section 493(b) which would increase the annual administrative allowance maximum from $325,000 to $475,000 per year. However, after analyzing current funding levels and the expenses incurred in administering student aid programs, we have determined that this proposed increase is inadequate for the larger four-year universities and university systems. The increased numbers of student aid applicants and recipients as a result of the Middle-Income Student Assistance Act and increased appropriations in College Work-Study and SEOG programs suggest that the maximum should be raised to $600,000. This larger increase will not significantly increase the overall budget costs for these programs, since a very limited number of schools are currently affected by the ceiling. However, the change will provide more equity for the few schools now limited by the ceiling.

The other suggested modification, which is attached, has only recently been brought to our attention. It affects only those public vocational-technical schools which have a course of study less than one year in length. Section 491(a)(3) defines a proprietary institution of higher education as a school which provides not less than a six-month program of training to prepare a student for gainful employment in a recognized occupation. Section 1201, on the other hand, defines a public vocational-technical school as one which provides not less than a one-year program of training to prepare students for gainful employment in a recognized occupation. The change we recommend would insure consistency and allow students to exercise choice in selecting an institution which best fits their needs.

This concludes our testimony on the general provisions, Mr. Chairman. Again, I thank you for the opportunity to appear before you, and I am willing to answer any questions you or your Subcommittee may have.

NASFAA RECOMMENDATIONS FOR REAUTHORIZATION OF THE HIGHER EDUCATION ACT -- TITLE IV STUDENT ASSISTANCE

Current Law	Suggested Amendment or Substitute	Rational/Explanation
Sec. 1201. **As used in this Act—** (a) The term "institution of higher education"[1] means an educational institution in any State which (1) admits as regular students only persons having a certificate of graduation from a school providing secondary education, or the recognized equivalent of such a certificate, (2) is legally authorized within such State to provide a program of education beyond secondary education, (3) provides an educational program for which it awards a bachelor's degree or provides not less than a two-year program which is acceptable for full credit toward such a degree, (4) is a public or other nonprofit institution, and (5) is accredited by a nationally recognized accrediting agency or association or, if not so accredited, (A) is an institution with respect to which the Commissioner has determined that there is satisfactory assurance, considering the resources available to the institution, the period of time, if any, during which it has operated, the effort it is making to meet accreditation standards, and the purpose for which this determination is being made, that the institution will meet the accreditation standards of such an agency or association within a reasonable time, or (B) is an institution whose credits are accepted, on transfer, by not less than three institutions which are so accredited, for credit on the same basis as if transferred from an institution so accredited. Such term also includes any school which provides not less than a one-year program of training to prepare students for gainful employment in a recognized occupation and which meets the provision of clauses (1), (2), (4), and (5).	Section 1201(a) is amended by striking out "not less than a one-year program of training to prepare students for gainful employment in a recognized occupation" and inserting in lieu thereof, "not less than a six-month program of training to prepare students for gainful employment in a recognized occupation."	Section 491(a)(3) defines a proprietary institution of higher education as a school which provides not less than a six-month program of training to prepare students for gainful employment in a recognized occupation. However, Section 1201 defines a public vocational/technical school as one which provides not less than a one-year program of training to prepare students for gainful employment in a recognized occupation. The suggested amendment would ensure consistency and allow a student to exercise his/her choice in choosing an institution which best fits his/her needs.

STATEMENT OF NEIL BOLYARD, PRESIDENT, NATIONAL ASSOCIATION OF STUDENT FINANCIAL AID ADMINISTRATORS

Mr. **Bolyard.** Thank you very much, Mr. Chairman. It is indeed a pleasure to appear before your committee this morning. I will briefly summarize the remarks that have been included in our prepared statement.

I think it is appropriate that we mention the manner that you and your staff have selected in approaching reauthorization. It is without precedent—at least in the last 16 years. I commend you and your staff on the efforts you have made to gain the widest input into the reauthorization legislation.

In our prepared statement, one of the major points we make deals with student consumer information and all of the items that have been included in the Education Amendments of 1976.

In addition to those, the national training project last year included several items that are critical to the increase of student awareness. The committee has information that was prepared by the training project last year. We disseminated about 26,000 cassettes to high school guidance counselors and we certainly support the efforts in this area.

We have provided some samples of information that has been prepared by various schools and that is available for the committee to review. Mr. Wolanin has it. I think that you will see that there has been a considerable effort on the part of institutions throughout the United States to comply with this.

Even though this has occurred, we believe that there are some institutions that are not participating in the programs that you mentioned earlier and therefore do not receive any administrative allowance. They participate only in basic grants and the GSL program. Therefore some students may not be receiving consumer information. In the recommendations we made last February, NASFAA recommended a method of actually folding in the basic grant and GSL allowances in the program appropriation. We think this is an appropriate approach and hope it is given consideration when your reauthorization recommendations are drafted.

One argument is that schools have realized substantial benefit with the increased student aid dollars. Certainly this is a valid argument. However, I think that the administrative burdens that have been placed on institutions with the increased regulation certainly warrant the addition of these two programs being included in the administrative allowance.

Some of the things that are required include: basic grant validation—copies of the validation handbook are available to you—and an audit every 2 years.

You also have before you the two guides that contain the audit guidelines and requirements. I am sure that all of us in the room concur that this particular action was necessary. However, the additional cost that is being imposed on all the institutions, even those that have been performing adequately, is substantial.

For these and many other reasons we would certainly hope that the committee would take the necessary steps to add the administrative allowances that we have suggested into the language of the new law.

In addition we are recommending that students be allowed to use campus-based funds for foreign study. We have outlined in the statement the justification for that.

Also, we would recommend the elimination of the notarization requirement on the affidavit of educational purpose and have provided supporting evidence in our statement.

We would also recommend that greater flexibility be provided institutions in transferring campus-based funds so that we could more effectively use the dollars that we have in these programs.

We would also like to modify one of the recommendations that we made last February concerning the maximum on educational administrative allowances from the figure of $475,000 to $600,000. This would impact about 26 to 28 large institutions, throughout the country.

One additional item recently brought to our attention that we would like to recommend deals with the public vocational-technical schools and the requirement that they must have 1-year programs in order to be eligible.

Proprietary schools have a 6-month program eligibility requirement and we think this discriminates against the public vocational-technical schools and would suggest it be changed to insure consistency.

I think this covers the major points in my statement. If you have any questions, I would like to respond to them at this point.

Mr. Ford. Thank you very much.

You may proceed now, Mr. Alexander.

STATEMENT OF JAMES ALEXANDER, PRESIDENT, NATIONAL ASSOCIATION OF COLLEGE ADMISSIONS COUNSELORS

Mr. Alexander. Mr. Chairman and ladies and gentlemen, it is a privilege to be able to address this body today. In as brief a statement as possible, which is not terribly technical or administratively oriented, I wish to alert you with several of my concerns regarding higher education, concerns with which I know you are involved.

Perhaps central to all of these concerns is the fact that I come from what I call the trenches. I am on the frontline, not making the decisions but having to work with them daily. I am a high school counselor working with students and parents daily. I work with teenagers and also with adults at Highland Park High School in Illinois.

On top of that, for no salary, I am president of the National Association of College Admissions Counselors. I sit on my State advisory board, of the EIC—Education Information Center. I have worked with project choice and better information for students, and try to stay on top of a multitude of things which are important to work daily in the trenches.

That is part of why I am here and what reaction I would like to give you.

Our association is a voluntary, professional association which is concerned with the transition between secondary school and post-secondary education. Its function is between secondary school people and people at the higher education level and in agencies who attempt to make that transition smooth.

Knowing that our ultimate goal both for this committee and of our association and most other associations is common, I hope to point up a few things I believe can stand improvement.

In no way will these comments negate the tremendous strides forward that we have made in recent years in support of higher education. However, it has been painfully clear to me that in the past few years most decisions regarding higher education in Washington, D.C. are made without significant input from people who have experience on the frontline. This is the first time our association, which is over 50 years old, has ever been called upon to testify.

Possibly one of the reasons is, being a not-for-profit organization, I think most educational and nonprofit institutions have not fought very hard in the past and have not had to fight for many things.

I think times are changing and with them this effect.

There are four basic points I would like to make today. Three I will just state without going into depth and one I hope to give a little more information on.

The first one is simply what I have already stated, that many times when legislation is passed, professionals who operate in the field are not involved. I think that is unfortunate. I think more experience is necessary to understand not the technical aspects but perhaps some of the operational aspects of what that legislation causes.

Second, I think there is an oversight made, particularly in regard to a committee like this where for postsecondary education when you discuss it, there is no attempt to involve people at the secondary school level. Somehow they are not seen to be at the postsecondary level.

Unfortunately, a large number of people who wind up in postsecondary education have come from secondary education and get their starting information there.

It is their needs and attitudes that have to be dealt with in terms of being able to deliver adequately information about postsecondary education.

So I think there needs to be more involvement of people at lower levels which I have not seen in the past.

The third point that I would just like to state is that there seems to be an unnecessary complexity of organizations or agencies that are involved in a given issue at any one time, and that a simple contact and approach would be necessary for the public to really make good use of programs authorized by the Congress.

I think this coordination could and should be led by this particular committee. I will give two brief examples: One example would be in financial aid where the public, dealing with financial aid, has to deal with a variety of timetables, agencies, names, approaches, and applications, because financial aid comes from OE, from the military, from the Veterans Bureau.

There are so many places that it is hard for someone who deals with it only one time to assimilate it all. A lot of the public never get to professionals who over a long period of time can learn these technical things. They hit it once. They start reading and they are overwhelmed by a booklet like this—Student Consumer's Guide-Six Federal Financial Aid Programs 1979-80—put out in the public sector. Unless they have an interested third party, it is very difficult for them to comprehend the complexity of a situation, which is all one to them, financial aid, what will I get.

A second example is in the area of the EIC. This body has authorized over the years EIC, career information centers, occupational information centers. In some States they are coordinated by the same person. In some States they are three different agencies with different directors. The public is left to figure out the differences between them, how to use them, where the funding comes from. They are at different funding levels. It is a very complex and confusing issue.

What happens because of the masses of information and the rapid changes with information is that the public at some point in time gives up trying to understand it, so minimal use is made of excellent programs and conceptions.

I think before it is put out for public consumption the interrelationships have to be worked out. I now sit on an EIC Board in our State and our last meeting was discussing how we interact with the OIC's.

Our board was asked to be on their board. Both are funded and authorized and we are still trying to figure out where we interact, what we do that is duplicative, and what we are going to be doing in the future together or separately.

Somehow it seems to me that is an effort that is somewhat wasted.

The fourth point that I would like to make, and this is the one that is more specific, is regarding particularly what Congress has authorized through the BEOG program, and in result I think of the Keppel Task Force a number of years back which pointed out some of the needs of students preparing for education, such as consumer protection and the need for aid for higher education.

As an example, the results of the BEOG program do not take into account the human and psychological needs of students but tend to disregard them totally, often creating problems that did not exist in financial aid and the choice of higher education prior to the time this arrived.

An example would be the timetable requirements of BEOG. Because of the insistence of the Office of Education of when this must go on, it puts financial aid at the end of the decision process.

If you read some of the publications out of the Office of Education and if you look at the backs of the books, they say early in high school begin learning all about sources of financial aid.

So in the freshman or sophomore year of high school a family is encouraged to look into financial aid. At this time, in June of the senior year, I still have students who have not gotten results from submitting BEOG's in February. They have made their decision without regard to aid. They have limited themselves unnecessarily because the aid has delayed them so long in dealing with timetables and schedules upon which they don't function on.

Now it is interesting to note that in this same booklet the information is given from the Office of Education that 75 percent of all families who received aid, of the 2 million students who received BEOG last year, came from families with incomes under $10,000.

I guess I would have to state, as I have in the past, that if a family earns for a total year $10,000, taking their income as of November of that year is not going to significantly alter what happens in December. They are not sitting waiting for capital gains checks or payments on business investments.

They are dealing with perhaps $1,000 differential in 1 month, and to verify that information by waiting until after January is a fallacy in terms of looking at their need changing radically.

The prime purpose of that timetable as far as I am concerned is not to serve the public but it is for efficiency, automation, and technology within the Office of Education.

My concern as a counselor is that on the line I have to deal with the emotions of the people trying to fill out the forms in order to make efficiency for the Office of Education. It makes it very difficult to help people take advantage of good laws and money which exists when they are so turned off when they find it so difficult to deal for months on end with filing forms, having incompletes, getting information which is misleading.

Another piece of information which is misleading, in the same exact booklet on one page, page 5, it states, "You may file only one application."

You turn to page 6 and in the same paragraph heading, the statement is made, "If you don't hear from BEOG within 6 weeks, file another application."

I assure you that families do not call the 800 number to ask you what that means. They go to an interested third party in their local community. That is often not the financial aid officer because they are very timid about calling somebody, especially if they are not admitted and going to that school.

So they go back to their high school counselors or teachers or neighbors and these people can't conceivably answer the questions.

Every year for the last 4 years we have had massive changes in the system. Those changes supposedly are to be digested in toto by the people operating out in the public helping. They don't have time for it.

We are finding decreases in counselors in the schools. We are finding agencies are having cutbacks with enrollment declines popping up. We are going to have even more cutbacks with your own legislation on the handicapped.

We all have more than we could possibly consume within 1 year. So no one feels they are trained for or able to stay up with financial aid.

What is happening is that the public is not being able to take advantage of what programs exist on paper which look good in Washington but which I think are failing to a large degree, and are not serving the public adequately for that very reason.

So, in closing, I think what I would like to state is that it falls primarily to high school counselors to spread the word. It seems to me that at this point we can nip a problem in the bud in the future by preparing people adequately enough to know how to interpret and read and follow up on things.

If we wait until students are adults and also try to help them in transition, we are not stemming the problem at this point. I think students approach financial aid with a great deal of anxiety. Just making application to college or taking a test can create anxiety.

When you are also a financial aid applicant and your parents have to admit they don't have money, most parents don't want to admit that to their kids. There are not long discussions about this.

So unless you are talking about the independent students, you are dealing with family situations where talking family income and need is not comfortable. People become extremely anxious.

Colleges and financial officers only see those people who get as far as doing something. You can't conceive how many people are turned off by it. Frequently, when you talk to students, their reason for not going to school is not that they are not interested. They can't afford it and they are unwilling or unable to spend the time going through the paperwork, the process, and the time.

I think again I will refer to the Keppel Task Force. It pointed out some very fine things I think the Congress has addressed in many of its programs in aid, information and EIC's. But I think there is a difference between the process that you will look at here and how that will affect the public when it gets out there into a human element, not an onpaper technological approach that you must look at.

Therefore, my response would be that I think as you start looking to the future and as we look toward declining enrollments and labor pool, changes in the population, steadily increasing inflation, the tremendous costs going up in education, public and private, all the career information that is going on in the country and pushing for "don't continue an education, get a job," as we look to the need to educate our citizenry of the future, and I think that is the prime task of this committee, to make sure that access to that education is available to the public, as you look to that future and we look to what is going on with marketing and some of the protection for students and better information and consumer movements, I think that you have no alternative but to start considering the delivery mechanisms, not just the authorization and the funding of programs which are good programs but can fail because they do not take into account how people deal with them at the opposite end.

That to me means that you must deal with your aspect of things, but include input and have experience or exposure to the people who work on the front line and can help you understand how to make those programs more functional.

Thank you.

Mr. FORD. Mr. Joel Packer.

[The prepared statement of Mr. Packer follows:]

Prepared Statement of Joel Packer, Legislative Director, United States Student Association

Mr. Chairman and members of the Subcommittee, I would like to thank you for the opportunity to speak here today. As you know, I am Joel Packer, Legislative Director of the United States Student Association (USSA).

We greatly appreciate the extensive efforts you have made to include student organizations in these hearings. We hope that the suggestions USSA has provided in the areas of grants, loans, work, and TRIO will prove helpful to the Subcommittee. The issue under consideration today student information, indeed the broader question of student consumerism, is one that USSA and other student groups, such as the National Student Educational Fund (NSEF) are uniquely qualified to speak about.

Students are consumers of education. This fact has been recognized and studied quite intensively in the last five years in such conferences as the two Education Commission of the States (ECS) sponsored Consumer Protection in Postsecondary Education conferences (March and November 1974) and in reports such as that of the Federal Interagency Committee on Education (FICE), *Toward A Federal Strategy for Protection of the Consumer of Education* (July 1975); *Improving the Consumer Protection Function in Postsecondary Education*, written by the American Institute for Research (AIR) (1976); *Making It Count: A Report on a Project to Provide Better Information to Students,* which outlines results of a FIPSE -funded project conducted by the College Scholarship Service; and the recent GAO study, *What Assurance Does Office of Education's Eligibility Process Provide?* (Jan. 1979)

The FICE report noted,

> "The general picture shows that Federal efforts in protecting the student consumer are under way, but have yet to achieve a fully developed thrust. Policies are largely reactive. Information provided to the student is inadequate. Safeguards against outright fraud and abuse are weak. Few agencies have systematic procedures for handling complaints from students and parents, or for redressing valid claims. Coordination between Federal agencies is at an embryonic stage, and the educational community itself has not activated consumer protection concepts or mechanisms where consumer problems exist. Among the Federal departments and agencies, the response to educational consumer problems varies considerably."

While there have been many efforts undertaken since 1975 to correct these problems, most notably the enactment in the Education Amendments of 1976 of the Student Consumer Information Provisions (Sec 433A), many problems still remain. The 1979 GAO report stated,

> "The process for determining which postsecondary schools are eligible to apply to participate in the Office of Education's student loan and grant programs has not precluded schools from engaging in potentially abusive practices to attract and retain students receiving such assistance. GAO found one or more potentially abusive practices at each of the 16 schools visited during its review."

Our recommendations, which were submitted to you in February as part of the package of legislative recommindations USSA developed, fall into three broad catagories: better information for students, protection of students' rights under Fereral financial aid programs, and methods to encourage and assure participation of students in policy decisions and administration of these programs. I want to emphasize that USSA was the only higher education association that developed a comprehensive program to further protect students as consumers. Not only will our recommendations serve students, but they are also in the best interests of the Federal government, for as students continue to become better educated consumers and are further protected from unethical institutional practices, there will likely be a reduction in fraud and abuse of the Federal student aid programs.

Before I review each of our proposals, I want to express our appreciation to NSEP for their assistance in developing our proposals.

A) BETTER INFORMATION

> "My major complaint is the lack of information at the high school level for students seeking financial aid. When I was a junior in high school, I spent lots of time in the counselor's office going through all her manuals... because, of course, I couldn't get into school any other way."

> "Nobody knows the policies they work under, and nobody knows why they got what they did. It's just a gift from God, or something..."

These are the words of two students who testified at hearings conducted by the College Scholarship Service (CSS) Student Committee in 1975. These hearings, which took place in seven states, revealed that lack of information was the problem most frequently expressed by students regarding financial aid. Making It Count, the report of the FIPSE project found that an information gap exists in student understanding of costs and aid available.

> "...There is a major lack of correct information about costs and aid on the part of both prospective and present college students. Better information can - and must - overcome this lack if other efforts to achieve equality are to succeed."

Oscar Lenning, from the National Center for Higher Education Management Systems (NCHEMS) tried to define "useful" or "better" information in the report, Guidebook for Colleges and Universities On Presenting Information to Prospective Students

> "It is information that has a content, form and availability that facilitates the major decisions prospective students must make. In general this information is charactorized by several factors.' (Kinnick and Lenning, 1976, Lenning,1976)

1. The information is valued (if it is valued it will be used).
2. The information is applicable to the choice or concern (that it is valid does not necessarily mean that it will be valued).
3. The information is practical (usable and interpretable by the target population).
4. The information is understandable (valid and meaningful organization and format, pertinent but not overly complex).
5. The information is accurate and reliable (must be truthful comfirmable, and not misleading for any context within the institution).
6. The information is delivered to the appropriate person (it must be targeted to and actually reach those people if it is to have maximum impact).
7. The information has an attention-getting and motivation form (it must be noticed and paid attention to or it will never be used).
8. The information is in a form that facilitates use and application (is more easily synthesized and aggregated, allows comparisons to be made more easily, shows more easily discernable patterns, and so forth).
9. The information is timely, timed, and sequenced (is received at the time it is needed--for example, more general information at an early stage of the student's decision-making process and more detailed information as appropriate at later stages, and is of an amount that can be digested--an "overload" of information at any one

time can be as bad as no information).

10. The information is integrated in both content and form (the total information provided to a student should constitute a coordinated package where each piece of information complements and reinforces the other pieces of information)."

With these facts in mind, USSA recommends the following statutory changes:

a) Expand the provisions of Sec 493A, the Student Consumer Information Provisions. Our amendments are designed to improve the information that must be provided to students and potential students in order that they can make intelligent decisions about institutions and programs.

First we propose that the information required by this section should be distributed without charge to the student. If the Federal government is paying institutions to provide this information (through use of the 4 percent administrative allowance for campus-based programs and potentially through the $10/student BEOG and GSL institutional cost allowances) and if the institution is allowed to charge students for these materials, what we have is a case of the institutions having their cake and eating it too. USSA believes that charging students for this relatively simple information is counter to the intent of this section.

Second, we feel strongly that the information mandated in Sec.493A must be provided in comparable formats. The advisory board to the Better Information for Student Choice Project concluded:

> "...unless information were made in a consistent form it would continue to be difficult for students to be certain that they had the comparative information they needed to develop choice strategies... The advisory committee believes that a common form is necessary to provide consistent information that will meet the information needs of students actively engaged in the decision-making process concerning their postsecondary activities."

The Better Choice project developed a draft common reporting form which I have attached to my testimony for your information.

USSA recommends adding the following sentence to the first paragraph of Sec.493A(a)(1):

> "Such information shall be provided in such format as shall be prescribed by the commissioner so that students may receive such information in comparable formats from differing institutions."

Third, USSA proposes that the Commissioner biannually survey institutional practices in carrying out the information requirements. The results of this survey would contain examples of "best practices". This requirement will insure that OE monitors compliance with Sec.493A and will aid institutions by providing them with exemplary practices.

Fourth, USSA would add the following items to the list of those which institutions must provide:

1) The percent of students, both by year of enrollment and in the aggregate, who are receiving financial assistance. This addition will allow prospective students to see what their chances of getting aid are and whether that may change as they progress through school.

2) Which organizations and/or agencies have accredited or liscensed the institution and what this implies. This would be in the student's interest, particularly if they are told what graduate schools or professions will recognize a degree from the institution, due to its accreditation.

3) The standards which the student must maintain in order to meet the institutions satifactory progress requirements. This should be required since failure to meet these standards will result in the student losing eligibility for aid.

4) A description of student services available at the institution such as counseling, placement and health services, including the hours of operation. The current requirements include information on the academic program of the institution. We feel that information on the supportive services, which are in many ways equally important, should also be provided.

5) The manner by which the institution utilizes standardized test scores in the admissions process. The whole area of standardized test and their uses-and misuses- is one of increasing concern to students. We believe that some institutions misinterpret and overemphasize test scores. It should be mandated that institutions clearly state how they utilize these tests.

USSA believes the issue of standardized tests is one that this Subcommittee should hold separate hearings on. I have provided the staff with copies of testimony USSA presented to the National Academy of Science. Representative Gibbons has introduced legislation in this area.

6) If available, the actual employment rates of graduates of the institution, the number of graduates who go on for further education, and the success of graduates who take liscensing exams for professions which the institution has of.ered training for. USSA believes this information is important to students in their decisions about which academic programs to enroll in. With a tight job market it is vital that students have as much information as possible about any possible relationship between their academic program and future career choices.

7) Information about the campus greivance procedure, which USSA believes each campus should be mandated to have.

8) Information about off-campus employment opportunities, which most students currently have very little information about.

b) USSA urges that the Federal government itself provide information to students and prospective students. For persons from low-income families, it is important that the Commissioner take the lead and provide a consistent message that money is available. Unless OE does this, many of these individuals will never even contact an institution to seek more specific information.

USSA's amendment would give the Commissioner responsibility to:

1) directly provide good information about costs and financial aid to all prospective students by improving OE publications and planning for information dissemenation,

2) work with other Federal and State agencies and public and private financial aid information provider and consumer groups to insure that each prospective student has access to comprehensive messages about educational opportunity, and

3) report to Congress on the feesibility of a National Student Aid Data Bank with terminals in high schools and community-based agencies. I note that Representative Biaggi has again introduced legislation that would create such a Data Bank. The State of Oregon has already been providing computerized financial aid information. NSEF's statement contains additional information about a National Student Aid Data Bank.

Page 7

c) We recommend that State Scholarship agencies be authorized to spend 4 percent of their Federal SSIG allotment on information dissemination. USSA feels this is important so that information on the state program is reaching all students. Our proposal would require coordination of this information with the State's Educational Information Centers, and would also establish a maintainence of effort provision.

d) We have made several suggestions to encourage the use of student financial aid peer counselors. Such counselors provide a creative and cost-effective method of upgrading the counseling functions of most financial aid offices. In addition, students are an excellent and credible source of information for other students. Our amendment does two things. First it revises Sec.493C, the Student Financial Assistance Training Program to specifically provide training for such peer counselors.

Second, the work-study agreement is amended so that the Commissioner is authorized to pay 100 percent of CWS wages for peer counselors, rather than the regular 80 percent. This should serve as an incentive for institutions to establish such jobs.

e) With regard to the Education Information Centers (EIC's), USSA recommends they be continued with the addition that the State plan required to establish on EIC must include methods to coordinate the information dissemination activities of the EIC with other Federal or State systems of educational, vocational or career information.

f) Our last concern with information has to do with the BEOG and GSL institutional cost allowances. USSA recognizes the needs of institutions for increased funding to meet the provisions of these sections, and to cover other administrative aspects of operating the financial aid office. Our concern is to insure that these dollars are used to supplement, and not supplant the amount of money an institution is currently spending on these activities. Therefore, we propose establishing a maintainence of effort clause regarding receipt of these cost allowances.

B) PROTECTION OF STUDENT RIGHTS

The National Task Force on Student Aid Problems, commonly known as the Keppel Task Force, recognized that students might be abused or inequitably treated in financial aid programs. They said,

> "The Task Force recommends that every campus establish student aid appeals boards for the purposes of receiving student grievances, adjuticating them, and making recommendations to appropriate officials for redress of the greivances."

USSA strongly concurs with this treatment. Unfortunately, on most campuses there are no formal appeals processes that students can turn to. We therefore have suggested adding a new section, Sec.493E, which would require every campus to establish a greivance procedure to handle student aid complaints. We do not specify the structure of such a process in our amendment. That should be decided on the individual campus.

Continuing this thrust of protecting students' rights, we recommend amending Sec.479(e) which mandates that a student maintain satisfactory progress by adding the following sentence,

> "In the determination of whether a student is maintaining satisfactory progress, the institution shall insure full recognition of such student's due process rights, including a notice and opportunity for a hearing."

Since a student loses eligibility for all Federal student aid if he/she does not meet the institution's standards USSA believes the protection of students in making the determination about satisfactory progress should be of paramount concern to insure that institutions don't take advantage of students.

The final proposal we have in this area is that of requiring consumer service audits. Basically USSA believes that one of the best ways to evaluate whether a financial aid office is efficently and effectively carrying out its duties to students is to survey a large number of financial aid recipients about the information, counseling, and other functions of the office. These audits which would be done every two years would help show what is right and wrong in the aid office. The audit would also help the office in getting recognition of its staffing and other needs. Also, OE site reviewees will find the results of the audit helpful in assessing the quality of the financial aid office. In Oregon, the Oregon Student Lobby, in conjunction with the Oregon Educational Coordinating Commission have conducted surveys of this type.

C) STUDENT PARTICIPATION

We have just two simple proposals here. The first has to do with the Commissioner's authority to limit, suspend, and terminate (L,S, and T) an institution's participation in the student aid programs. It's obvious that the students at any institution that is affected by L,S and T have a great deal at stake.

We propose that students be notified of any L,S,and T proceedings in a reasonable manner so that they will know how such actions may effect them. Campus student organizations should be allowed to give input during these L,S, and T proceedings.

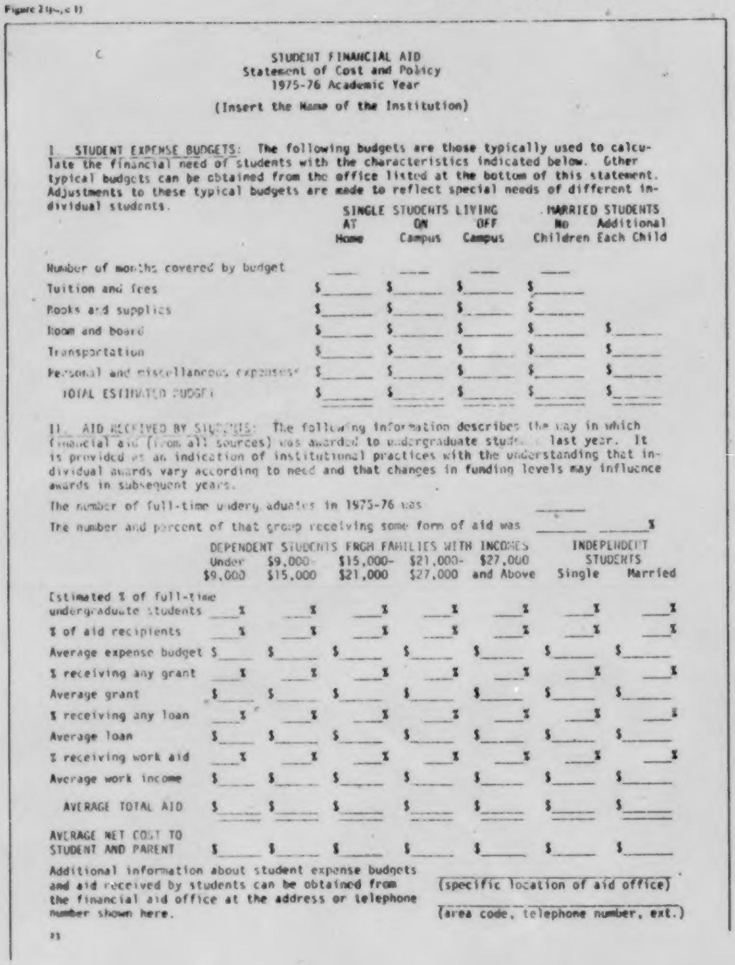
Our other recommendation would simply require that state-wide student associations be consulted in the development fo the State EIC plan. We belive that these organizations can provide valuable expertise in this area.

The Keppel Task Force strongly stressed the need to insure adequate student input for the whole financial aid system. They said,

> "In orde- for student aid programs to more adequately meet student needs, those needs and the functioning of current programs must be classified. Students must be given a definitive role in the student aid partnership, and the procedures and processes for clarifying the roles must become institutionalized. By focusing in student needs and roles, the entire student aid system will be strengthened."

Mr. Chairman, that concludes our testimony. I would like to again thank you for the opportunity to be here and would be happy to answer any questions you may have.

Figure 2 (page 1)



STUDENT FINANCIAL AID
Statement of Cost and Policy
1975-76 Academic Year

(Insert the Name of the Institution)

I. STUDENT EXPENSE BUDGETS: The following budgets are those typically used to calculate the financial need of students with the characteristics indicated below. Other typical budgets can be obtained from the office listed at the bottom of this statement. Adjustments to these typical budgets are made to reflect special needs of different individual students.

	SINGLE STUDENTS LIVING			MARRIED STUDENTS	
	AT Home	ON Campus	OFF Campus	No Children	Additional Each Child
Number of months covered by budget	____	____	____	____	
Tuition and fees	$____	$____	$____	$____	
Books and supplies	$____	$____	$____	$____	
Room and board	$____	$____	$____	$____	$____
Transportation	$____	$____	$____	$____	$____
Personal and miscellaneous expenses	$____	$____	$____	$____	$____
TOTAL ESTIMATED BUDGET	$____	$____	$____	$____	$____

II. AID RECEIVED BY STUDENTS: The following information describes the way in which financial aid (from all sources) was awarded to undergraduate students last year. It is provided as an indication of institutional practices with the understanding that individual awards vary according to need and that changes in funding levels may influence awards in subsequent years.

The number of full-time undergraduates in 1975-76 was ____

The number and percent of that group receiving some form of aid was ____ ____%

	DEPENDENT STUDENTS FROM FAMILIES WITH INCOMES					INDEPENDENT STUDENTS	
	Under $9,000	$9,000-$15,000	$15,000-$21,000	$21,000-$27,000	$27,000 and Above	Single	Married
Estimated % of full-time undergraduate students	____%	____%	____%	____%	____%	____%	____%
% of aid recipients	____%	____%	____%	____%	____%	____%	____%
Average expense budget	$____	$____	$____	$____	$____	$____	$____
% receiving any grant	____%	____%	____%	____%	____%	____%	____%
Average grant	$____	$____	$____	$____	$____	$____	$____
% receiving any loan	____%	____%	____%	____%	____%	____%	____%
Average loan	$____	$____	$____	$____	$____	$____	$____
% receiving work aid	____%	____%	____%	____%	____%	____%	____%
Average work income	$____	$____	$____	$____	$____	$____	$____
AVERAGE TOTAL AID	$____	$____	$____	$____	$____	$____	$____
AVERAGE NET COST TO STUDENT AND PARENT	$____	$____	$____	$____	$____	$____	$____

Additional information about student expense budgets and aid received by students can be obtained from the financial aid office at the address or telephone number shown here.

(specific location of aid office)

(area code, telephone number, ext.)

Figure 2 (page 2)

III. AID PROGRAMS AND POLICIES. The following information describes this institution's policies in awarding aid to undergraduate students.

In order to receive aid, a student must enroll for ___ credit units each __________.

Recipients must complete __ credit units each academic year in order to remain eligible.

The minimum grade-point average required for selection is ___ for students entering from high school, ___ for students transferring from another postsecondary institution, and ___ for students applying for renewal of aid at this institution.

In order to be considered to have a complete application for aid, a student must complete the following steps:

The deadlines for consideration for aid are:

This institution's policy concerning no-need scholarships (gift assistance to students who do not have any financial need) is:

The institutional policy for packaging grant, loan, and employment aid for students is:

Additional information that aid applicants may find helpful in understanding costs and aid at this institution (optional):

A free-form, unique statement which describes the special elements of the institution's aid program. Examples of things which might be included are the number and percent of students receiving BEOG, non-participation in particular student aid programs, availability of jobs to students with and without need, minimum wages, average number of hours of term-time employment expected or realized, etc.

STATEMENT OF JOEL PACKER, LEGISLATIVE DIRECTOR, UNITED STATES STUDENT ASSOCIATION

Mr. **Packer**. Thank you, Mr. Chairman.

I would like to thank you for the opportunity to be here once again today. The topic under consideration, student information, is one aspect of the broader topic of students as consumers and protecting their rights.

The fact of students as consumers has been studied quite intensively over the last 5 years in many conferences and reports, both by the Federal Government and outside agencies. We mention several of those in our testimony for your information.

We think that though there have been many efforts undertaken in the last several years, most notably the enactment in the Education Amendments of 1976 of the student consumer information provisions, that many problems still remain.

Our recommendations fall into three broad categories: First, better information for students; second, protection of student rights under Federal financial aid programs; and third, methods to encourage and shore up participation of students in policy decisions and administration of these programs.

I want to emphasize that USSA was the only higher education association that developed a comprehensive program to further protect students as consumers. Protection of students as consumers will not only benefit those individuals, but we believe is also in the best interests of the Federal Government.

For students that continue to become better educated consumers and are further protected from unethical institutional practices, there will likely be a reduction in fraud and abuse of the Federal student aid programs.

Our first area of recommendatons is that of better information. There have been several hearings, including those of the College Scholarship Service, that found that lack of information was the problem most frequently expressed by students regarding financial aid. The FIPSE-funded program, better information for student choice, found an information gap exists for information available.

The problem is not simply providing information to the students, but providing information that is in comparable formats between institutions, information that is timely and understandable and useful.

In our testimony we quote Oscar Lenning from the National Center for Higher Education Management Systems who lists 10 aspects of providing better or more useful information.

So it is important that the information that is provided be done in a manner that is understandable to the variety of people who need this information.

Our specific recommendations are, first, that the information required under section 493A, the Student Consumer Information provisions, be distributed without charge to the student.

We believe that charging students, particularly prospective students, for this relatively simple information is counter to the intent of this section.

Second, we feel that the information mandated in this section must be provided in comparable formats.

The Better Information for Students Choice projects mentioned this, and just to read one sentence to that, they said:

> Unless information were made in a consistent form it would continue to be difficult for students to be certain that they had the comparative information they needed to develop choice strategies.

We recommend adding a sentence which would read:

> Such information shall be provided in such format as shall be prescribed by the commissioner so that students may receive such information in comparable formats from differing institutions.

Attached to our testimony is a form that was put together by the task force that might be used by the institution.

Second, we recommend that the commissioner institute practices in carrying out the information requirements. It would aid other institutions in using new, innovative ideas.

In addition, it would insure that OE monitors compliance with the mandates and law.

Last, in this area of better information, under section 493A we would add several items to the list of those things that institutions must provide. To run them down, for each item we have a rationale in our testimony, but I will skip over that in the interest of time:

One: The percent of students by year of enrollment and in the aggregate who are receiving financial assistance.

Two: Which organizations and/or agencies have accredited or licensed the institution and what this implies.

Three: The standards which the student must maintain in order to meet the institution's satisfactory progress requirements.

Four: A description of student services available at the institution such as counseling, placement and health services, including the hours of operation.

Five: The manner by which the institution utilizes standardized test scores in the admissions process. This area on tests and their use and misuse is very important to students.

We believe certain institutions misinterpret test scores. We believe it is vital for students to understand how those test scores are being used, what is the relative weight assigned to test scores versus previous grades, and other information.

We think this whole area is in need of having separate hearings by this subcommittee as part of the reauthorization.

I will be providing to the staff copies of testimony we gave to the National Academy of Sciences.

Six: We believe, if available, the actual employment rates of graduates of the institution, the number of graduates who go on for further education, and the success of graduates who take licensing exams for professions which the institution has offered training for.

Seven: Information about the campus grievance procedure, which USSA believes each campus should be mandated to have.

Eight: Information about off-campus employment opportunities, which most students currently have very little information about.

In addition, we urge the Federal Government itself provide information to the students and prospective students. It is important that the Commissioner take the lead, and hopefully the Secretary of the Department of Education, to provide a consistent message that information is available.

In the Department of Education bill pending before the House there is a section in there that we got into the bill that Congressman Maguire offered for us that would list as one of the six functions of the department to provide useful information to the students and their families about education and related opportunities.

We think it is very important that the department clearly be responsible for providing information to the students. We have recommended an amendment to you that would give the Commissioner of Education specific responsibilities which are outlined in our testimony for providing information.

We also recommend that State scholarship agencies be authorized to spend up to 4 percent of their Federal SSIG allotment on information dissemination. We think this is important so that information on the State and Federal programs are reaching students.

Our proposal would require coordination of this State scholarship information with the State educational information centers which, as the previous speaker talked about, would provide some coordination among these different information sources.

Our next recommendation with information relates also to what the previous speaker talked about in the needs of counseling. We believe that student financial aid peer counselors are very vital in terms of having students understand the information they get, have someone to turn to answer questions and help fill out forms.

We think these kind of counselors provide a creative and cost-effective method.

In addition, students are an excellent source of information for other students. Very often students get turned off or are timid about making an official appointment with the administrator of the institution and go to a fellow student.

We are not mandating that institutions have certain numbers of peer counselors because there are certain problems with that. But we would simply amend the law in a few places to provide certain incentives and encouragement to institutions to hire such counselors such as having the Federal Government pay 100 percent of the work study wages to the peer counselors as opposed to 80 percent.

With regard to the information centers, we think they should be continued with the requirement that the EIC and the State plan which sets it up include methods to coordinate information with other State informational systems.

Last, with information in regard to the institutional cost allowances, we would strongly agree that institutions need increased funding both for the information system dissemination activities as well as for general administrative aspects.

Our one concern with this is to insure that these Federal dollars are used to supplement and not supplant the amount of money an institution is currently spending on these activities. Therefore, we propose a maintenance of effort clause which would prevent institutions from severely reducing the amount of money they are currently spending on informational activities and insure the Federal dollars are spent where they are supposed to be.

Turning to the area of student rights. I have a pertinent quote:

> The Keppel Task Force recommends that every campus establish student aid appeals boards for the purposes of receiving student grievances, adjudicating them, and making recommendations to appropriate officials for redress of the grievances.

We strongly agree with that statement and we have recommended a new section 493E which would require every campus to establish a grievance procedure to handle student aid complaints. We think it is important that the Government mandate such a procedure.

In the area of technical student rights, we think it is important when students are questioned as to whether they are making satisfactory progress that they have their rights protected. We recommend that every institution assure those rights, including a notice and opportunity for a hearing.

If a student is not maintaining satisfactory progress, they lose eligibility for all student aid.

We don't think it should be handled lightly. The institution and students need to have their full rights protected in that area.

Our final proposal would require what we are calling consumer service audits. We think about once every other year an institution should periodically survey a sample of students receiving financial aid to ask them what they see that is going right with the office and what is not going right.

By getting information and opinions from the students directly, we think this would be very useful to the aid office and the Office of Education site reviewers in determining whether the institution's services were functioning properly.

Lastly, in the area of insurance of student participation in the policymaking areas of student aid, we have two recommendations. One has to do with the Commissioner's authority to limit, suspend, and terminate (L, S, and T) an institution's participation in the student aid programs.

Right now the students don't have the right to participate. They are the ones that are going to lose if the institution loses eligibility.

We recommend that students be allowed to give input to limit, suspend or terminate those procedures.

Our last recommendation requires that in the development of State EIC's that State students' associations be consulted.

That concludes my testimony. I would be happy to answer any questions you or other members of the committee may have, Mr. Chairman.

Mr. Ford. Thank you.

Mr. Marchese, Director of International Research, Barat College.

We have a misprint on the program and my anxiety was clearly to find out why the word international was there. It is institutional.

[The prepared statement of Mr. Marchese follows:]

"REVISING SECTION 493(A) OF THE HIGHER EDUCATION AMENDMENTS OF 1976"

Testimony of

Dr. Theodore J. Marchese
Director of Institutional Research
Barat College
Lake Forest, Illinois 60045

Presented before

Subcommittee on Postsecondary Education
The Honorable William D. Ford, Chairman
Room 2261 Rayburn House Office Building
U. S. House of Representatives
June 12, 1979

Mr. Chairman, my name is Theodore J. Marchese. I appear not as a spokesperson for Barat College but as a member of a "Committee on Student Consumer Information." I address this issue: what information should colleges, as a matter of federal law, be required to provide prospective students? In my testimony I shall describe an appropriate federal interest in improved postsecondary information, then, on the basis of that interest, present replacement language for section 493(A) of the Education Amendments of 1976 (which amend title IV of the Higher Education Act of 1965. 20 USC 10886-1. Regulations promulgated December 1, 1977, Federal Register, Vol. 42, No. 231, pp. 61043-7).

The Committee on Student Consumer Information emerged from a Barat/FIPSE-sponsored conference in Ann Arbor, Michigan, last December. That conference attempted to address, among other questions, that of an appropriate federal role in providing students with information as part of the postsecondary enrollment process. Having reached what it thought were some definite and valuable conclusions, it designated seven people from among its members to comprise the above-mentioned Committee, and charged the seven to refine the recommendations and bring them before bodies such as this. I appear, then, as a Committee member to present in my own words a product of the deliberation of a conference.

As a backdrop for my recommendations, let me say a few words each on the subjects of information, the Ann Arbor conference, and the existing section 493(A).

I say the least about information, for its importance is well understood within government. Complete, accurate, timely information in the hands of prospective students opens channels of access, actualizes choice, lessens chances of misenrollment, promotes fairer competition within the postsecondary system, helps assure even-handedness in institution-student relationships, and bolsters confidence in the public-mindedness of our colleges and universities. A host of HEW-sponsored studies, task forces, demonstration projects, conferences, and the like have more than made the point.

In Ann Arbor, Barat served to convene those most active nationally in "Improving Information for Student Choice" (the conference title). Among the thirty participants were consumerists and student leaders; congressional staff, state agency, and HEW officials; representatives of colleges, higher education associations, and accreditation, admissions, financial-aid, and secondary-school communities; and leaders from the National Task Force on Better Information for Student Choice and the follow-up Project CHOICE.

It was a working conference, with no speeches, more than a few arguments, but with a high level of specific outcome.

About 493(A). Please understand that, following initial alarums, most people in colleges now regard it as confusing, inconsistent, but basically harmless. Put together as it was - - hastily, in conference, without hearings or wider consultation - - the statute and resulting regulations contain an odd assortment of items for potential disclosure: some very important items (aid programs of the institution), some relatively trivial(details on criteria for selecting recipients); here an item seemingly designed to prevent rip-offs (what a loan entails), there one suggest relative institutional quality (retention rates); some items colleges are expected to know and pony up, others to be provided only if otherwise available; and so on. No particular theory informs the whole, and nothing in it need be provided, according to the Reg's, unless specifically requested by the prospective student. Since practically nobody, and especially students, ever heard of 493(A), operationally it has been a nullity.

As a simple check on this statement, last week I spoke with the directors of admission at four Chicago-area schools: at my own college (Barat),a community college (County of Lake), a liberal arts college (Lake Forest), and at a university (Northwestern). I asked each of the four directors how many information queries his or her office might have received from prospective students based upon 493(A). Each of the four had the same answer: none.

There are three common reactions to the ambiguities surrounding 493(A): (1) beef it up, so that it does something for students; (2) eliminate it, since it does nothing and there are too many regulations anyway; and (3) leave the present situation be, since it is basically harmless. The first claim one hears from consumerists, the second within the higher-education secretariat, the third from the Carnegie Council on Policy Studies in Higher Education.

The group which worked on this problem in Ann Arbor took a different view. Rather than accepting the present muddle it sought to specify the particular interests in information improvement of the three parties to enrollment transactions: the public (government), the institution, and the student.

The federal role in information enhancement, I believe, fundamentally must stem from its legitimate, recognized functions of promoting access and the exercise of choice, of safeguarding student-aid arrangements, and of preventing marketplace fraud, abuse, and error. On these bases, the federal government might legitimately require that each postsecondary institution routinely provide the following information:

(1) A description of its tuition, fees, room, board, and other usual charges

(2) A statement of its policy concerning refunds for prepaid charges if the student, with proper notification, terminates the course of study prior to its scheduled completion

(3) A description of all financial assistance programs available to students who enroll at the institution, procedures for applying for such assistance, and rights and responsibilities of students receiving it

(4) The names of associations, agengies, or governmental bodies which accredit, approve, or license the institution and its programs; a statement of what that accreditation, approval, or licensing implies; and information about how an

interested student can obtain or review a copy of the document describing the institution's accreditation, approval, or license

(5) Whether its credits are likely to be accepted upon transfer to another institution and by what kinds of institutions transfer credit may be granted

(6) For occupations or professions for which training is offered, probable or possible limitations on graduates' employability or ability to sit for licensing or other qualifying examinations

(7) Significant, known, pending changes in the institution's admission or completion requirements, curricula, staffing, facilities, or costs

(8) The standards which the student must maintain to remain eligible for continued attendance at the institution or in a particular program of study

(9) The names of programs or curricula into which entry may be limited by facilities, staff, or admissions requirements which differ significantly from those generally applicable to the institution

(10) The procedures by which students who believe they have been unfairly treated may pursue and appeal their grievances and the name and address of the individual to whom that appeal should be made.

This is intended to replace the present 493(A). It removes the requirement of student request and the "if available" loophole, eliminate some trival and/or unnecessary items, and takes the government out of the methodological thicket of mandating attrition and completion information. From an institution's standpoint, all required items are relatively easily (and in many cases are presently) provided. The new list consists of items fundamental to the agreement to enroll; by restricting itself to such items only, it presents grounds for institution-governemnt concurrence.

Allow me to proceed beyond the strict limits of 493(A) and describe the remainder of the Ann Arbor plan for information development.

In addition to the basic information items just enumerated, the conference identified five "better information" items which enhance the ability of students to make wise choices among institutions. These items promote informed decision-making and make more likely a good student-institution match. The information they call for is applicable to all institutions and students but will likely be provided in different formats, reflecting the diversity among institutions.

All institutions, then, voluntarily should answer these questions:

(1) How much is it likely to cost me? (Total charges less probable aid, shown through tables or examples, to help a student assess affordability.)

(2) What is the probability I'll be admitted? (Both to the institution and to particular programs within it.)

(3) What is the character of the academic program in which I'm interested? (Coherent explanations of course patterns, facilities, faculty resources, special emphases, limitations, fees.)

(4) What are the intended and likely outcomes of enrollment? (Rates of success-failure, retention - attrition, satisfaction, graduation, and subsequent employment and study.)

(5) What is the character of essential support services offered? (Such as counseling, academic advisement, housing, and placement.)

Finally, the Ann Arbor conferees identified a third type of information: that which is important primarily to particular applicants or types of institutions and which should be used by students on their own initiative as wise shoppers.

A specific list was not completed in Ann Arbor; a first cut at it suggested inquiries about the opinions of enrolled students, the tenor of social life, character of race relations, quality of food service, the atmosphere for older students, and so on as might be applicable. This third information sector is most important: there are inherent limits to what colleges and especially government can do on behalf of students in the college choice and enrollment process, so the student'sresponsibilities in that process - - and abilities to function well within it - - must remain significant in our thinking.

Let me conclude with these thoughts.

First, I know I speak for others on the Committee in saying that it is less important to us that each word and item on our "required" list be retained than it is that we agree upon respective roles in the provision of information and achieve a workable statute.

Second, especially after having argued that the present 493(A) is a nullity, I don't want to leave the impression that abolishing the statute would leave us no worse off that at present. Let me say that the very existence of 493(A), and even the controversies surrounding it, has raised awareness of information as an institutional responsibility and is no doubt related to the observable improvement in postsecondary information over the past year or two. Of course there is a federal interest in the content and quality of information floating through the postsecondary marketplace, and a properly written statute directed at basic components of the enrollment process is a proper expression of that interest.

Third, none of us expects any dramatic improvement in the postsecondary marketplace as a result of the recommended rewrite of 493(A). Most institutions already do most of what the new statute would require. The main objective of the rewrite is not dramatic social change but the establishment in law of a sensible information floor under enrollment agreements.

Fourth, the true focus for improvement in students' choice-making lies in the second list, that which we would have colleges voluntarily embrace. That list encompasses many of the recommendations of the HEW-supported National Task Force on Better Information for Student Choice, and if adopted truly would make a difference in the admissions-recruitment process. The logic of that second list, however, depends on an agreement about what respectively the government should require and institutions should do themselves. Higher education's ability to identify and push its own agenda for voluntary improvement will be enhanced the sooner we can clarify a division of responsibilities and get a sensible underlying statute in place.

Finally, I'm pleased to report the agreement of the American Council on Education with the basic thrust of this testimony (through not necessarily with each item or word of the replacement language). Further, the American Council's new Office on Self-Regulation Initiatives has agreed to take the second, institution-related list and push for its voluntary adoption.

Thank you.

STATEMENT OF TED MARCHESE, DIRECTOR, INSTITUTIONAL RESEARCH, BARAT COLLEGE, LAKE FOREST, ILL.

Mr. **Marchese**. With that title, I should get a raise.

Mr. Chairman, my name is Theodore J. Marchese. I appear not as a spokesperson for Barat College but as a member of the Committee on Student Consumer Information.

I address this issue: What information should colleges, as a matter of Federal law, be required to provide prospective students? In my testimony I shall describe an appropriate Federal interest in improved postsecondary information, then, on the basis of that interest, present replacement language for section 493(A) of the Education Amendments of 1976—which amend title IV of the Higher Education Act of 1965. 20 USC 10886-1. Regulations promulgated December 1, 1977, Federal Register, vol. 42, No. 231, pp. 61043-7.

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Having reached what it thought were some definite and valuable conclusions, it designated seven people from among its members to comprise the above-mentioned committee, and charged the seven to refine the recommendations and bring them before bodies such as this.

Let me say a brief word about information, about the Ann Arbor Conference, and section 493(A).

I say the least about information, for its importance is well understood within government. Complete, accurate, timely information in the hands of prospective students opens channels of access, actualizes choice, lessen chances of misenrollment, promotes fairer competition within the postsecondary system, helps assure even-handedness in institution-student relationships, and bolsters confidence in the public-mindedness of our colleges and universities. A host of HEW-sponsored studies, task forces, demonstration projects, conferences, and the like have more than made the point.

In Ann Arbor, Barat served to convene those most active nationally in, "Improving Information for Student Choice"—the conference title. It was a national group of some 30 people. There were more than a few arguments, but there was also a high level of specific outcome which I am about to describe.

Let me say a word about 493(A). Please understand that following the initial alarms, most people in colleges now regard it as confusing, inconsistent, but basically harmless. Put together as it was—hastily, in conference, without hearings or wider consultation—the statute and resulting regulations contain an odd assortment of items for potential disclosure: Some very important items—aid programs of the institution—some relatively trivial—details on criteria for selecting recipients—here an item seemingly designed to prevent rip-offs—what a loan entails—there one to suggest relative institutional quality—retention rates—some items colleges are expected to know and pony up, others to be provided only if otherwise available, and so on.

No particular theory informs the whole, and nothing in it need be provided, according to the regulations, unless specifically requested by the prospective student. Since practically nobody, and especially students, ever heard of 493(A), operationally it has been a nullity.

As a simple check on this statement, last week I spoke with the directors of admission at four Chicago-area schools: At my own college, Barat; a community college, County of Lake; a liberal arts college, Lake Forest; and at a university, Northwestern. I asked each of the four directors how many information queries his or her office might have received from prospective students based upon 493(A) in the last 18 months. Each of the four had the same answer: None.

There are three common reactions to the ambiguities surrounding 493(A): (1) Beef it up, so that it does something for students; (2) eliminate it, since it does nothing and there are too many regulations anyway; (3) leave the present situation be since it is basically harmless.

The first claim one hears from consumerists, the second within the higher education secretariat, the third from the Carnegie Council on Policy Studies in Higher Education.

The group which worked on this problem in Ann Arbor took a different view. Rather than accepting the present muddle, it sought to specify the particular interests in information improvement of the three parties to enrollment transactions, the public, Government; the institution, and the student.

The Federal role in information enhancement, I believe, fundamentally must stem from its legitimate, recognized functions of promoting access and the exercise of choice, of safeguarding student aid arrangements, and of preventing marketplace fraud, abuse, and error.

On these bases, the Federal Government might legitimately require that each postsecondary institution routinely provide the following information. Then in my attached statement, I name 10 things they might provide. They have to do with costs, refunds, financial aid programs, accreditation, transfer of credit, the employability of graduates, pending changes, good standing, curricula into which entry may be limited, and grievance procedures.

The committee has presented exact language to the subcommittee on which new legislation might be based.

This list is intended to replace 493(A). It removes the requirement of student request and the if available loophole. It eliminates some trivial and/or unnecessary items, and takes the Government out of the methodological thicket of mandating attrition and completion information.

From an institution's standpoint, all required items are relatively easily, and in many cases are presently, provided. The new list consists of items fundamental to the agreement to enroll. By restricting itself to such items only, it presents grounds for institutional-government concurrence.

My written testimony then describes some other developments in Ann Arbor. We attempted to devise a list of information items which institutions, themselves, might voluntarily begin to provide all prospective students. These items ask institutions to answer five questions: How much is it likely to cost me? What is the probability I will be admitted? What is the character of the academic program in which I am interested? What are the intended and likely outcomes of enrollment? And, what is the character of the essential support services offered?

The last thing that we attempted to do was devise a list of information items which are of interest to particular students approaching particular institutions.

Let me conclude with these thoughts. I know I speak for others on the committee in saying that it is less important to us that each word and item on our required list be retained than it is that we agree upon respective roles in the provision of information and achieve a workable statute.

Second, especially after having argued that abolishing the statute would leave us no worse off than at present, let me say that the very existence of 493(A), and even the controversies surrounding it, has raised awareness of information as an institutional responsibility and is no doubt related to the observable improvement in postsecondary information over the past year or two. Of course there is a Federal interest in the content and quality of information floating through the postsecondary marketplace, and a properly written statute directed at basic components of the enrollment process is a proper expression of that interest.

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Fourth, the true focus for improvement in students' choice-making lies in the second list, that which we would have colleges voluntarily embrace. That list encompasses many of the recommendations of the FIPSE-supported National Task Force on Better Information for Student Choice—of which I was a member—and, if adopted, truly would make a difference in the admissions-recruitment process. The logic of that second list, however, depends on an agreement about what respectively the Government should require and institutions should do themselves. Higher education's ability to identify and push its own agenda for voluntary improvement will be enhanced the sooner we can clarify a division of responsibilities and get a sensible underlying statute in place.

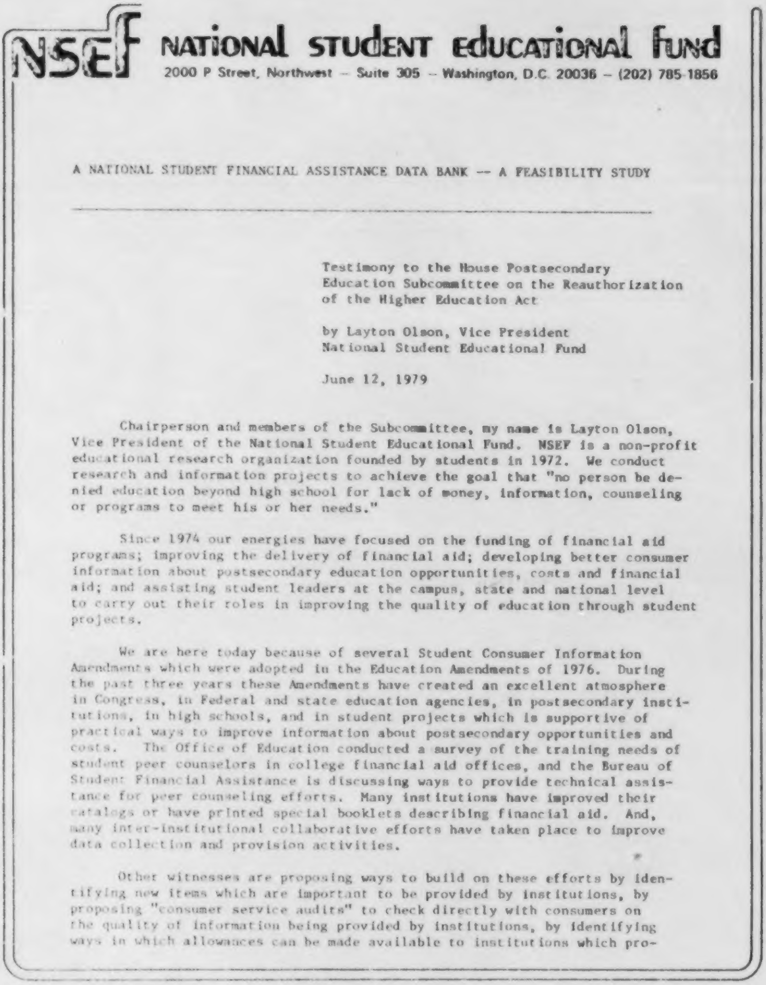
Finally, I'm pleased to report the agreement of the American Council on Education with the basic thrust of this testimony—though not necessarily with each item or word of the replacement language. Further, the American Council's new Office on Self-Regulation Initiatives has agreed to take the second, institution-related list and push for its voluntary adoption.

Thank you.

Mr. Ford. Thank you very much.

We were informed that one of the panelists' trains got in a little after 10 a.m., and he is not here, and Mr. Biaggi had asked me to hold Layton Olson until the end because he wanted to be here when he started his testimony, but in the interest of time and recognizing that the House is going in at 11 a.m., we will proceed with Mr. Olson.

[The prepared statement of Mr. Olson follows:]



NSEF national student educational fund
2000 P Street, Northwest – Suite 305 – Washington, D.C. 20036 – (202) 785-1856

A NATIONAL STUDENT FINANCIAL ASSISTANCE DATA BANK -- A FEASIBILITY STUDY

Testimony to the House Postsecondary
Education Subcommittee on the Reauthorization
of the Higher Education Act

by Layton Olson, Vice President
National Student Educational Fund

June 12, 1979

Chairperson and members of the Subcommittee, my name is Layton Olson, Vice President of the National Student Educational Fund. NSEF is a non-profit educational research organization founded by students in 1972. We conduct research and information projects to achieve the goal that "no person be denied education beyond high school for lack of money, information, counseling or programs to meet his or her needs."

Since 1974 our energies have focused on the funding of financial aid programs; improving the delivery of financial aid; developing better consumer information about postsecondary education opportunities, costs and financial aid; and assisting student leaders at the campus, state and national level to carry out their roles in improving the quality of education through student projects.

We are here today because of several Student Consumer Information Amendments which were adopted in the Education Amendments of 1976. During the past three years these Amendments have created an excellent atmosphere in Congress, in Federal and state education agencies, in postsecondary institutions, in high schools, and in student projects which is supportive of practical ways to improve information about postsecondary opportunities and costs. The Office of Education conducted a survey of the training needs of student peer counselors in college financial aid offices, and the Bureau of Student Financial Assistance is discussing ways to provide technical assistance for peer counseling efforts. Many institutions have improved their catalogs or have printed special booklets describing financial aid. And, many inter-institutional collaborative efforts have taken place to improve data collection and provision activities.

Other witnesses are proposing ways to build on these efforts by identifying new items which are important to be provided by institutions, by proposing "consumer service audits" to check directly with consumers on the quality of information being provided by institutions, by identifying ways in which allowances can be made available to institutions which provide information, and by improving educational information planning efforts.

I would like to limit my remarks to H.R. 3513 (authored by Cong. Mario Biaggi) to establish a National Student Financial Assistance Data Bank in the Office of Education. The Data Bank would provide, free of charge, personalized information to students about costs and about $11 billion per year in student aid.

I propose that Congress request that the Commissioner of Education carry out a comprehensive study of the feasibility of a Data Bank, and report back to Congress in 1981 or 1982. A proposed amendment to do this is attached.

The Committee can begin work on such a study this summer by requesting the views of knowledgeable people about the need for, costs of, administrative feasibility, and impacts of a Data Bank. I will be glad to provide the Committee with a list of persons who can make valuable comment from education and career information backgrounds.

The questions which Congress must answer about financial aid data are two:

(1) Is there an important Federal role in providing -- or in coordinating the provision of -- information about postsecondary education costs and financial aid to prospective students and their families?

(2) If so, what are the costs and administrative structures needed to carry out this role?

Federal Role in Providing Information about Costs and Aid

The primary Federal role in postsecondary education has been to provide about $11 billion per year to students in grants, jobs, and loans through the Office of Education, Social Security Administration, Veterans Administration. Today, a majority of students attending postsecondary education are applying for financial aid.

As the Federal role has grown to provide "access" and "equal financial opportunity" in the past decade, it has become more important to:

--be sure that persons from low income families are fully aware of financial aid rights through clear and consistent information.

--be sure that all families understand the concepts and procedures of financial aid based on need, now that a growing majority of students are needing to apply for aid to help pay the costs of postsecondary education.

--be sure that students, families, counselors and others understand how the Federal, state, institutional and private funds and procedures fit together to assist a student in making career and education decisions.

The discussion about a Department of Education has highlighted a traditional Federal education role in collecting and diffusing "such statistics and facts as shall show the condition and progress of education in the several states and territories." At the time of the first Department of Education legislation in 1867. "diffusing" applied to "diffusing of such information respecting the organization and management of schools and school systems, and methods of teaching, as shall aid the people of the United States in the establishment and maintenance of efficient school systems, and otherwise promote the cause of education throughout the country."

Thus, in the 19th Century, information was felt to be needed most by administrators and legislators who wanted to learn how to set up and manage schools. It was felt that the Federal government had the unique capability to gather, compare and diffuse information about the practices in all states. As the years went by, policy makers, researchers, teachers and other education staff at the international, national, state and local levels were reassured that the Federal collection and diffusion capabilities were very useful in answering their questions. Except for the time and paperwork, this function could be carried out without interfering in the running of local schools.

Now in the latter part of the 20th Century, we should be looking at the unique Federal capabilities and the ways the Federal government can provide information which is useful to families and students. With the explosion of communication technology, educational and career information can be put into useful forms and be delivered to high schools, community locations, and colleges where it is of great value both to students and to counselors, teachers and others.

A Federal role in breaking down the "information barriers" about postsecondary costs is an important part of the larger role. A Federally organized Financial Aid Data Bank can break through the normal "$100 in application, travel and telephone expenses and 6 months in time" which it now takes to get a reasonable estimate of the "cost" of attending a school (total cost less grant aid, with the rest financed through jobs, loans or cash).

How Should the Financial Aid Data Bank Be Organized?

Many complex questions arise about how to organize a Data Bank. They include:

--what are the documented needs for cost and financial aid information from specific audiences of students, families, counselors and others?

--what are the impacts on sumers of using computerized programs (as in Career Information Systems) or using mail systems?

--what parties are currently involved in planning and operating such systems at the Federal, national, state and local levels, and their possible roles in working together on a Data Bank?

--what are the costs of the expansion of current systems or of starting a Data Bank from scratch?

--what are the other problems in the administration of financial aid records which might be approached at the same time as a Data Bank?

--what are the current plans of the Office of Education, Department of Labor's Career Information Systems, National Occupational Information Coordinating Committee and others which are relevant to planning for a Data Bank on financial aid?

Oregon Pilot Financial Aid Data Bank

I would like to comment on -- and then demonstrate -- a prototype student financial aid Data Bank now operating in high schools, community colleges, community counseling agencies in Oregon.

Attached is additional information about the personalized financial aid program. Through this program a student in high school can learn about costs and financial aid programs. The student is also able to receive an estimate of the amount and types of financial aid he or she is likely to receive at specific schools, based on last year's packaging practices.

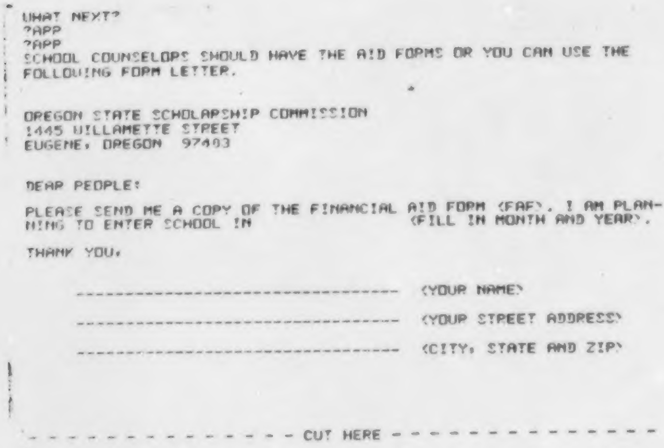
This program was begun this past winter and spring with "packaging data" from 16 colleges. An initial evaluation will be available shortly.

It is important to note that a major impetus to the development of this personalized program were the Student Consumer Information Amendments of 1976. Since these amendments required each institution to provide information about costs and financial aid, representatives from several institutions and agencies in Oregon felt that it was possible to have the disclosure take place in comparable forms and, thus, available through the Career Information System already in place.

```
 HELLO! PLEASE ENTER YOUR NAME, THEN PUNCH THE 'RETURN' KEY.

?BILLY CARTER
HELLO BILLY ,
YOU ARE LOGGED IN TO THE CAREER INFORMATION SYSTEM.
HOW DO YOU WANT TO START?
IF YOU FILLED OUT THE QUESTIONNAIRE IN YOUR HANDBOOK,
          TYPE IN:  QUEST
IF THERE ARE OCCUPATIONS, EDUCATIONAL PROGRAMS,
OR SCHOOLS YOU WANT INFORMATION ABOUT,
          TYPE IN:  INFO
?FINAID
ALL COLLEGES AND UNIVERSITIES AND MANY VOCATONAL SCHOOLS PROVIDE
FINANCIAL AID TO STUDENTS WHO NEED HELP IN PAYING FOR THEIR
SCHOOLING.  THE COST OF ATTENDING SCHOOL INCLUDES ALL OF YOUR
LIVING EXPENSES FOR THE ACADEMIC YEAR PLUS TUITION, BOOKS AND
SUPPLIES.  SCHOOLS ESTABLISH WHAT THOSE COSTS ARE.  WHEN YOU
APPLY FOR FINANCIAL AID, THE SCHOOL WILL DETERMINE AN AMOUNT YOU
AND YOUR FAMILY SHOULD PROVIDE.  IF THERE IS A DIFFERENCE BETWEEN
WHAT YOU AND YOUR FAMILY ARE EXPECTED TO PAY AND WHAT IT COSTS,
THE SCHOOL WILL ATTEMPT TO MAKE UP THE DIFFERENCE WITH FINANCIAL
AID.

THREE KINDS OF FINANCIAL AID INFORMATION ARE STORED IN THE
COMPUTER:

---ESTIMATES OF YOUR COSTS AND FINANCIAL AID AT DIFFERENT OREGON
   SCHOOLS AND APPLICATION PROCEDURES.  TYPE:  AID

---EXPLANATIONS OF FINANCIAL AID PROGRAMS AND HOW THEY WORK.
   TYPE:  EXP

---A LETTER YOU CAN SEND TO GET AN APPLICATION FOR FINANCIAL AID.
   TYPE:  APP
?AID
THE AMOUNT OF FINANCIAL AID YOU CAN GET DEPENDS ON YOUR FAMILY'S
FINANCIAL CONDITION AND CAN ONLY BE FIGURED EXACTLY WHEN YOU
ACTUALLY APPLY TO THE SCHOOL FOR AID.  HOWEVER, YOU CAN MAKE AN
ESTIMATE BY LOOKING AT FAMILY SIZE, INCOME AND YOUR HOUSING
PLANS.

YOU CAN GET FINANCIAL AID INFORMATION FOR UP TO THREE SCHOOLS
AT A TIME.  ENTER 'AID' AND 1, 2, OR 3 SCHOOL CODES SEPARATED
BY COMMAS.  EXAMPLE:  AID 21709,22804,21219

SCHOOL NUMBERS ARE ON PAGES 19-22 OF YOUR USER'S HANDBOOK.

IF YOU DON'T KNOW WHAT SCHOOLS YOU ARE INTERESTED IN, TYPE:  DK
?AID 22804, 21219
LANE COMMUNITY COLLEGE
WILL YOU LIVE WITH YOUR PARENTS OR GUARDIAN WHILE ATTENDING
THIS SCHOOL?  TYPE IN:  YES OR NO
?NO
OREGON STATE UNIVERSITY
WILL YOU LIVE WITH YOUR PARENTS OR GUARDIAN WHILE ATTENDING
THIS SCHOOL?  TYPE IN:  YES OR NO
?NO
HAVE YOU OR WILL YOU LIVE WITH YOUR PARENTS OR GUARDIAN FOR TWO
OR MORE CONSECUTIVE WEEKS (CHRISTMAS, SUMMERS, ETC.) IN 1978, OR
1979, OR 1980?  TYPE IN:  YES OR NO
?YES
```

```
HOW MUCH IS YOUR FAMILY'S TOTAL ANNUAL INCOME?  (INCLUDE FATHER'S
AND MOTHER'S JOB INCOME, INCOME FROM PROPERTY AND INVESTMENTS,
ETC., AND OTHER INCOME SUCH AS CHILD SUPPORT, WELFARE, AND SOCIAL
SECURITY.)
0 - $5,999 . . . TYPE:  A          $18,000 - $20,999 . . TYPE:  F
$6,000 - $8,999  . . .  B          $21,000 - $23,999 . . . . .  G
$9,000 - $11,999 . . .  C          $24,000 - $26,999 . . . . .  H
$12,000 - $14,999  . .  D          $27,000 - $29,999 . . . . .  I
$15,000 - $17,999  . .  E          $30,000 AND OVER  . . . . .  J

TYPE IN THE CODE LETTER WHICH REPRESENTS YOUR FAMILY'S TOTAL
ANNUAL INCOME.  IF YOU DON'T KNOW, TYPE:  DK
?D
HOW MANY PEOPLE IN YOUR FAMILY?  INCLUDE YOUR PARENTS, ALL
BROTHERS AND SISTERS LIVING AT HOME OR IN COLLEGE, AND YOURSELF
(E.G., 4).
?4
NOW, YOU WILL GET ESTIMATES OF WHAT KIND AND HOW MUCH AID YOU MIGHT
GET NEXT FALL AT THE SCHOOL OR SCHOOLS YOU ASKED ABOUT.  REMEMBER
THESE ARE ESTIMATES BASED ON THE INFORMATION YOU PROVIDED COMPARED
TO WHAT STUDENTS LIKE YOU RECEIVED LAST YEAR.  THESE ESTIMATES ARE
FOR A DEPENDENT STUDENT WITH A FAMILY INCOME RANGE OF $12,000-$14,999
AND A FAMILY SIZE OF 4.

                         LANE COMMUNITY  OREGON STATE
                         COLLEGE         UNIVERSITY
                         4000 E 30TH     CORVALLIS, OR
                         EUGENE, OR      97331
                         97401
                          9 MONTH         9 MONTH
                         SCHOOL YEAR     SCHOOL YEAR

COSTS                              3750            3378
GRANTS                             1250             524
LOANS & WORK                       1950             890
NET TO FAMILY                       550            1964
REMEMBER, THESE ARE ESTIMATES BASED ON WHAT HAPPENED IN 1977 AND
THEY MAY VARY A LITTLE OR A LOT DEPENDING UPON MANY THINGS THAT
WILL BE LOOKED AT WHEN YOU ACTUALLY APPLY FOR AID.  FOR EXAMPLE,
IF YOUR PARENTS HAVE A HIGH LEVEL OF ASSETS, SUCH AS A FARM OR A
BUSINESS, YOU MAY GET LESS AID THAN ESTIMATED.  THE NUMBER OF
PEOPLE IN YOUR FAMILY ATTENDING COLLEGE WILL ALSO EFFECT HOW MUCH
AID YOU MAY RECEIVE.  ALSO, COSTS AND AVAILABILITY OF AID MAY
CHANGE FROM YEAR TO YEAR.  TO FIND OUT EXACTLY HOW MUCH YOU CAN
GET, YOU MUST APPLY FOR FINANCIAL AID.  HERE IS SOME INFORMATION
ABOUT HOW YOU APPLY FOR AID.
                         LANE COMMUNITY  OREGON STATE
                         COLLEGE         UNIVERSITY
                         4000 E 30TH     CORVALLIS, OR
                         EUGENE, OR      97331
                         97401
```

```
88 AID AVAILABLE
BASIC ED OPPORTUNITY
 GRANTS (BEOG)           YES              YES
  (APPLY DIRECTLY TO THE U.S. OFFICE OF
  EDUCATION.  GRANT MAY BE USED AT ANY
  ACCREDITED INSTITUTION.  SEE YOUR
  SCHOOL COUNSELOR FOR FORMS.)
SUPPLEMENTARY ED. OPP.
 GRANTS (SEOG)           YES              YES
STATE NEED GRANTS
 AND CASH AWARDS         YES              YES
  (APPLY TO ORE. ST. SCHOLARSHIP COMM.
  SEE YOUR COUNSELOR.)
OTHER GRANTS             NO              /NO
NATIONAL DIRECT LOANS
 (NDSL)                  YES              YES
GUARANTEED STUDENT
 LOANS (GSL)             YES              YES
  (APPLY DIRECTLY TO YOUR BANK.  GET
  FORMS FROM THE FINANCIAL AID OFFICER
  AT THE SCHOOL YOU PLAN TO ATTEND.)
OTHER LOANS              YES-FISL, VA,    YES
                         ADN (NURSING)
FINANCIAL AID JOBS       YES              YES
SCHOLARSHIPS             NO               YES

89 AID APP PROCEDURES
ITEMS TO SUBMIT:
FINANCIAL AID FORM
(FAF)--REPLACING THE
PCS & SFS                ALL STUDENTS     ALL STUDENTS
  -PREFERRED DATE        JUNE 1           MAR. 1
  -ABSOLUTE DEADLINE     NONE             NONE
ORE STATE SCHOLARSHIP
COMMISSION APPLICATION   NOT REQUIRED     NOT REQUIRED
  -PREFERRED DATE
  -ABSOLUTE DEADLINE
SCHOOL FINANCIAL                          RETURNING
AID APPLICATION          ALL STUDENTS     STUDENTS
  -PREFERRED DATE        JUNE 1           MAR. 1
  -ABSOLUTE DEADLINE     NONE             MAY 1979
BASIC EDUCATIONAL
OPPORTUNITY GRANT        ALL STUDENTS     ALL STUDENTS
  (OBTAIN BEOG APPLICATION FROM YOUR
  COUNSELOR OR USE THE FINANCIAL
  AID FORM (FAF).  STUDENT NOTIFIED
  OF GRANT AWARD BY GOVT.)
OTHER   [illegible]NE              NONE
  (PREFERRED & ABSOLUTE DEADLINES:
  MAILING APPLICATION BY PREFERRED DATE
  GIVES YOU PRIORITY STATUS FOR FINAN-
  CIAL AID.  BUT YOU MAY STILL RECEIVE
  AID IF YOU MAIL APPLICATION BEFORE THE
  ABSOLUTE DEADLINE.)
CONTACT PERSON
FOR FIN. AID             MARILYN BADER    R.E. RAHRE
```



```
WHAT NEXT?
?APP
?APP
SCHOOL COUNSELORS SHOULD HAVE THE AID FORMS OR YOU CAN USE THE
FOLLOWING FORM LETTER.


OREGON STATE SCHOLARSHIP COMMISSION
1445 WILLAMETTE STREET
EUGENE, OREGON  97403


DEAR PEOPLE:

PLEASE SEND ME A COPY OF THE FINANCIAL AID FORM <FAF>. I AM PLAN-
NING TO ENTER SCHOOL IN                   <FILL IN MONTH AND YEAR>.

THANK YOU,

      ----------------------------------  <YOUR NAME>

      ----------------------------------  <YOUR STREET ADDRESS>

      ----------------------------------  <CITY, STATE AND ZIP>



- - - - - - - - - - - - - - - - CUT HERE - - - - - - - - - - - - - - -
```

Student Consumer Information Section of Title IV (Student Financial Assistance)

Add to Title IV of Higher Education Act of 1965 as Amended:

(new section)

The Commissioner shall provide any prospective student with information about postsecondary education opportunities, including information about costs, financial aid, persistence, academic programs and placement, and about Federal student financial aid programs.

The Commissioner shall work together with private and public bodies of consumers and providers of such information at the national, state and community level to insure that this information is available through the public media, in high schools, community locations, and postsecondary institutions under a state plan for educational information centers.

The Commissioner shall work with such public and private bodies of consumers and providers of educational and financial aid information to determine the feasibility of a national financial aid data bank system administered by the Office of Education in cooperation with other federal and state education and labor agencies and private organizations. The Commissioner shall make a report to Congress by ______________ on the feasibility and potential costs of the system.

STATEMENT OF LAYTON OLSON, VICE PRESIDENT, NATIONAL STUDENT EDUCATIONAL FUND

Mr. OLSON. My name is Layton Olson, and I am vice president of the National Student Educational Fund.

I would like to pass out a couple of copies of what we will generate from the Oregon career information terminal in the nature of financial aid data bank information. This is the longer form which has descriptions, and this is what a student gets in high school as a user's guide to help look at both occupational and financial aid information.

I would like to focus simply on a bill that Congressman Biaggi has introduced and to urge that this committee mandate a feasibility study of its cost and what it is going to do.

Right now, I would like to show you what it has done with at least 16 institutions in Oregon. The student goes in and says I want to know something about financial aid.

I learned this in 3 hours yesterday, so I am sure any student can do it. He or she punches in FINAID, and it tells us all the colleges and universities and vocational schools that provide financial aid to students. And it indicates three kinds of information are available. One is an estimate of how much money you might get if you attended any particular school. Second, simple descriptions of all the financial aid programs, and, third, an actual request to get an application for financial aid.

So it says what kind of information do we want to get here and let's say we want to find out how much I would it get if I picked three schools, so we just punch in the word AID, and it tells us that the amount of financial aid will depend on our family circumstances, and, therefore, it will ask us a couple of questions. The first one will be whether I will be living at home or away.

I have picked three schools: Pacific University, which is a private 4-year college; Central Oregon Community College; and Northwestern College of Business. Then for each of these schools it will ask whether I live at home or away, since it may differ. At Pacific University will I live at home? No. Let's say at Central Oregon Community College I will live at home, and the same of the last school. Basically if I put down that I will live at home on any of them, I will be classed dependent, so if I keep answering no—then it asks, as a dependent student what my family income is.

I thought at this point I might ask each member here to give us the average income of their constituents, and we will provide from there. We have from zero to five, all the way through to over 30.

Would the Chairman like to give us the average family income?

Mr. FORD. All you have to do is check Dallas Martin's draft of the Middle Income Students Assistance Act.

Mr. OLSON. We will pick $12,000 and $14,900, so if the student may not have that difficult information, saying what my family makes—that is a pretty crazy question to ask somebody in high school—but they might be able to guess within $3,000.

How many people are living in the average family in your district?

Mr. FORD. Five.

Mr. OLSON. It says next you will get estimates of how you would be treated at each of these three schools, and in this instance I would like to tell you where the information comes from while we are going through it. It will give us four pieces of information: Cost—and you can check it to see if you think that is what the cost would be—then it has grants, and that comes from the basic grants program off the formula; the State scholarship program, off the formula, and, most importantly, the supplemental grant money from the packaging policy from the prior year from each school, so it has a pretty important component that the schools be able to put that information together to put it into this machine.

We get the same thing on the packaging on the next lines of loans and work. How much in NDSL and GSL and work study would I be likely to get at the institution, and on the last line it is what is the net to family? So I can see how much in cash I would have to come up with.

These programs are accurate within a couple of hundred dollars, and it starts at a point where somebody can begin to ask and say would I actually get that? Are my circumstances very exceptional, or whatever, but this can happen in the ninth, tenth, or eleventh grade, and it is a great starting point.

The machine then continues down and lists all of the programs and states whether the campus is in the program, from Basic Grants all the way through to the State programs.

When we get to the end, it will also make it possible for a person to put in, would you like an application, and as on some of these, there is a simple tear-off sheet, and you take the whole thing, and you can send it in for an application if the campus doesn't have an application there. I am not sure there is any more about that except it cost a few million dollars to put one of these in every high school in the country. In the State of Oregon, I believe 90 percent of the high schools now have the career information system in which this is a relatively inexpensive program to add, that about 10 more States have taken matching money from the Department of Labor and set up pretty sophisticated systems as well, and that the gist of what we are saying is that you can't do this unless you put the whole package together, and that is why we propose a feasibility study pulling in the Department of Labor people, having someone in the Office of Education now think through what that full delivery responsibility might be like, and we realize in the end this may not be the panacea, but we think what it will do is allow a lot of kinds of information that a high school counselor needs as well to be in there. I go back to the thought that the counselors need to be as good as the travel agents for airlines, and it takes a long time to become a counselor, and then you have to remember all this stuff. At least if you have to become a counselor, maybe the machine can do most of the memory stuff so you don't look like the fool when a student asks you how much money would I get at Pacific University. It would bring us into the space age in the education business, and we think it is a great system.

I will punch an application, and it says school counselor should have the aid forms, or you can use the following form letter.

That is the end of my presentation, and I will be glad to hand this valuable printout to any member of the committee.

Mr. FORD. Do you have something in mind comparable to the overbooking penalty for the airlines? Many of us who travel in the past have lost a great deal of confidence in the computer printout, especially when we get left at the airport.

Mr. OLSON. At least what this would do is a person who is in October, November of a year, would say how may I be treated in April, or May, and that is always a hard question, and it may take you 6 months to get that, and you may have to go through many interviews, but this gives you a beginning estimate of where you might end up.

Mr. FORD. Thank you. We have Mr. Rhett now.

STATEMENT OF HASKELL RHETT, ASSISTANT CHANCELLOR, NEW JERSEY DEPARTMENT OF HIGHER EDUCATION

Mr. RHETT. I am pleased to have the opportunity to make some remarks for the record on our experience in the educational information center program.

As you are aware, about 44 States are participating in this Federal program this year, and they were afforded through regulation the opportunity to plan an educational information center or implement one or both. In New Jersey, we took the opportunity to implement a center with a minimum amount of planning and took the risks of starting some services statewide without extensive consultation with all the affected constituencies, and in that sense I suppose we did everything wrong.

But I can report to you on what we are attempting to do and how we are doing and what some of the data show about our success.

The College Board sponsored a survey in January 1979, which was done by Bill Hilton, which showed about 42 percent of the States were planning EIC's and about 58 percent were planning and implementing. As you probably know, we were doing all of this on the grand sum of $45,454 per State from the appropriation of $3 million, the initial appropriation of $2 million, is being allocated this year.

The State must contribute a third of the funds, and 40 percent of the States are, as expected, overmatching.

The consensus among those surveyed in this College Board survey is that most useful function for the EIC was to form a central information bank which would then furnish information through existing counseling and referral resources, rather than trying to replicate them.

In this sense, the State agency that sponsored EIC's has to play the role of an honest broker in putting out information that is then cleared by all those who furnish it, and is, to the best of our knowledge, absolutely accurate, so the consumers can use it to compare educational offerings, and to make wise choices.

Our State plan listed several objectives which I would like to mention briefly, and I would be glad to file the State plan and some of our publications with the subcommittee staff if they are interested in looking at them.

Mr. FORD. Without objection, we would like to have the State plan put in the record.

[The information follows:]

STATE PLAN TO DEVELOP AND IMPLEMENT A NEW JERSEY STATEWIDE INFORMATION NETWORK FOR EDUCATION

A. Background

An appropriation of $2 million has been provided in the federal FY 1978 budget to initiate the Educational Information Centers (EIC) program, as authorized in the 1976 Education Amendments. These funds are to be allocated and distributed to state postsecondary education agencies for the development of these Centers. The general purpose of the EIC program is "to provide educational information, guidance, counseling, and referral services to all individuals in a state..." about postsecondary education.

Requirements for this program, for which regulations are now being developed (see Appendix A), include the provision of services that cover the following areas: postsecondary education and training programs, financial assistance, job placement, competency-based learning opportunities, guidance and counseling services, and remedial or tutorial services. State agencies are to develop plans (of which this document is an initial version) for the phased implementation of services that eventually involve all these areas.

The need for such services is significant and documented. National research projects have explored the need for better information for student choice and the kinds of misinformation or lack of information that students have about postsecondary education opportunities. In a 1975 study in Iowa, for instance, it was found that high school seniors who were planning to attend college thought that the costs were 55% lower than the actual costs. Data from the National Longitudinal Study of the High School Class of 1972 indicate that one-third of the high school seniors who did not continue their education gave as a reason the fact that they did not think they could afford it. Other studies have shown that parents also underestimate the costs of postsecondary education.

Studies in New Jersey have shown that the majority of students from New Jersey who go to out-of-state colleges do so for reasons of perceived academic quality, although little comparative, let alone comparable information is available to them to enable them to make that judgement. Many counselors and educators in New Jersey

FOREWORD

This State Plan for New Jersey was first developed in preliminary form in January, 1978 and was distributed nationally, through such meetings as the National Invitational Conference on Educational Services in February, 1978, and within the State. In New Jersey the Plan has been reviewed by representatives of higher education institutions, student groups, and other agencies, primarily through an Advisory Committee. All necessary HEW certification forms have been filed by the Department of Higher Education, most recently on January 9, 1978 with the HEW Division of Contract and Grant Operations.

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report that student perceptions of program opportunities available in the State are seriously out of date and suffer from a lack of current information. One of the major recommendations of the Booher Commission pertained to the need to establish an information network in New Jersey to provide better information to students about choices available. This recommendation was drawn within the context of financing postsecondary education, wherein one of the most significant wastes, in fiscal and human terms, is money provided to institutions and students that are ill-matched.

Nationally, the lack of adequate information for prospective students was recognized by Robert Corcoran in a recent article[1] as a critical barrier impeding student enrollment. In 1970, the College Board's Commission on Tests deplored the absence of a systematic means by which prospective students could assess and compare institutions. Additional College Board studies have offered evidence that misconceptions influenced prospective student decisions and that a significant number of college students, when surveyed, felt they could have selected an institution more appropriate than the one they eventually attended.

The National Task Force on Better Information for Student Choice stated that prospective students do not obtain a detailed or realistic view of institutions from college bulletins and catalogues[2]. Thus, many traditional college publications would appear to be ineffective in helping prospective students select a particular college or university from a broader category of postsecondary educational institutions.

For adults who are interested in entering or returning to college the problems are even more acute. The out-of-school adult has difficulty in locating a central source which will provide information on all available options. The adults' perceptions of what college programs are available and the time and effort required for participation are often outdated or unrealistic being based upon their own prior experience of ten or twenty years. They do, however, have very realistic restraints on time and finances which seriously effect both their selection of institutions and programs within institutions. Too frequently a decision is made without a complete investigation of options, (e.g., based solely on the geographic proximity or low cost of a given institution) rather than on the appropriateness of the program and its level.

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[1] Robert F. Corcoran, "Better Information for Student Choice", Compact II (Summer 1977): 23-25

[2] Elaine H. El-Khawas, Better Information for Student Choice: Report of a National Task Force. (Washington, D.C., March 1977), 2-3.

Educational decisions become more complex with the increase in diversity of students and their interests, types of programs and institutions, and costs. The National Student Educational Fund (NSEF)[3] has determined the need of prospective students for more complete information about postsecondary education in order to maximize the match between prospective students' abilities and interests and the institution chosen. When prospective students seek to compare institutions systematically, NSEF has ascertained that a particular need exists for greater clarity regarding program options, course requirements, length of time needed to complete a program, costs, degree of difficulty, support services, and expected outcomes[4].

Thus a prime overall goal of the Network will be to make more complete information available concerning viable educational alternatives so that if an institution is selected, it is because it is the most appropriate institution, rather than simply the one with which those involved in the educational decision happen to be most familiar.

Therefore, it is important both to the young prospective college student and to the adult, perhaps as both parent and learner, to have available a central, neutral, and objective source of information so that informed choices can become the rule in the selection of colleges and programs rather than the exception.

B. Information Resources Currently Available

New Jersey is fortunate to have statewide mechanisms now established through which the bulk of the required information for the Network is already available.

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[3] Mary S. Carlson, Chip Berlet, eds. The Options Handbook, Handbook 1, (Washington, D.C.: National Student Education Fund 1976), 21.

[4] Ibid., 18-19.

One of the major sources for this information is the Department of Higher Education, whose role as a coordinating agency provides for ready access to facts on programs in all the colleges in the State, both public and independent. Formal communication links are now established which will prove an advantage in establishing close liaison between the institutions and the Network. Through the Department's Offices of Planning and Research and Student Assistance, much information on institutions, their program offerings, and student aid is available, and, in some cases, is now in distributable form.

Another major source of information is the Clearinghouse of Educational Resources in the Office of Counseling Service at Thomas A. Edison College. This Clearinghouse has been used as a resource for providing information throughout New Jersey on traditional and non-traditional college programs, media college courses, counseling resources, community adult and continuing adult education programs, college and public library sources, women's programs, veteran's programs, federal financial aid, and limited vocational programs. Through the Clearinghouse, links have been established with other types of educational institutions and college offices which can serve to expedite the further development of liaison relationships for the sharing and dissemination of information through the Network.

There remain some areas of information which will require further research before distribution of public materials. Two obvious areas are career counseling services and vocational programs available outside of higher education. A first order of business in Network development will be the augmentation of the existing inventory of services to include information on such areas.

C. Objectives

The New Jersey Network will operate under the following general objectives, which are complementary to the objectives of the federal EIC program:

1. To assist the prospective student in defining goals and objectives for further education through the provisions of appropriate information for self-assessment and choice.
2. To make known the opportunities for learning in a variety of settings throughout the state.

3. To encourage individuals of diverse backgrounds, age, interests, and abilities to take advantage of postsecondary education opportunities.

4. To make available information on costs of postsecondary education and available sources of financial aid.

5. To standardize and regulate factual information about postsecondary education, thereby minimizing confusion, contradiction, and unethical competition.

6. To build upon existing procedures, materials, and services that provide information to students so that easy access is available to information through a common referral service network.

7. To encourage the collection and dissemination of new and improved information by educational institutions and agencies to meet the information needs of prospective students.

8. To increase the general awareness of the public concerning the quality and diversity of educational opportunities for citizens of all ages within the State of New Jersey.

D. Proposed Network Services

Through the Clearinghouse, a "wholesale" Network now exists in New Jersey through which timely, updated information about postsecondary opportunities is distributed to counselors and other professionals concerned with guidance and referral activities. This information base, which is essentially an ever-expanding directory, will be the foundation upon which the Network's "retail" services to the public will be developed. Thus the Clearinghouse circulation list forms an initial referral listing for the Network, with the assurance that each institution or agency so involved possesses a uniform set of postsecondary information.

The major components of the Network follow:

1. From the point of view of the clients, the most important service provided by the Network will be a toll-free "hotline" telephone center that would answer questions regarding all areas of postsecondary education, provide informative materials, and refer inquiries elsewhere when appropriate. This service will be staffed by trained information specialists who would (a) provide the caller with specific answers to his or her questions; (b) arrange for the caller to be sent publications generated by various postsecondary institutions and programs; (c) refer the caller to a specific source of information; or (d) where appropriate, arrange to find out

the answer to specific questions and return the call. This telephone service will also be available, of course, to secondary school and agency counselors. The service would have Spanish-speaking staff and will use answering devices to extend service hours.

2. The Department of Higher Education will publish a comprehensive "first-contact" directory, one of the primary distribution vehicles for which the Network would serve, in addition to high school guidance offices, libraries, and other agencies. This publication will build upon existing materials and services that provide information about postsecondary education, and organize information to facilitate decision-making by the prospective student. The Phase I Document (1978-79) will rely heavily on existing information with mechanisms built in (e.g., return postcard) to assess current information needs. The Phase II (1979-80) Document will contain an expanded set of information elements. Also, in 1978-79 a second "first-contact" publication, concerning graduate programs in New Jersey, will be made available, including information about the newly-created state graduate fellowship program. Attached is an outline for the Phase I publication and a list of elements to be included for each institution (Appendix B). This publication would be useful not only to clients but also to many agencies and educational institutions that counsel individuals concerning higher education.

3. The Network will sponsor a widely distributed weekly news column in a question-and-answer format that would refer to the most common and interesting questions received. This column, it is hoped, would be printed by the vast majority of weekly New Jersey newspapers, some daily papers, and virtually all student newspapers. The objective will be primarily to inform the public but also simultaneously to publicize the hotline service. Such a column also could serve as the focal point of announcements by institutions and programs in a given region of new and continuing services.

4. The Network will develop special topical publications that would address specific client questions, since often it would be uneconomical and confusing to the client to send the comprehensive "first-contact" publication. Also, such special publications could be constantly up-dated. These might be in a wide variety of areas, such as specific degree programs and services to particular segments of the population.

5. It will be a primary responsibility of Department staff included in the program to oversee the provision of individual institutional information. Criteria necessary to provide comprehensive information about an individual institution have been identified (see Appendix C for "Full and Timely Disclosure of Information"). These guidelines are consistent with the need for information which is "based on the most recently available data"[5] and will attempt to eliminate information which is "erroneous, deceptive, and misleading either by actual statement, omission, or intimation."[6] Therefore, these guidelines would be used to monitor individual institutional information.

6. It will be a continuing function of the Network to identify the various needs of citizens of the State of New Jersey that will not be adequately met through the present system. The feedback from Network staff and analysis of types of inquiries and client assessment form returns and surveys will provide the basis for analyzing the general strengths and weaknesses of information systems and will provide direction toward a better allocation of information resources on the basis of formative evaluation.

The availability of these components and services would be widely publicized through available media in a promotional campaign to be coordinated through the Department and Edison College.

E. Advisory Committee

An Advisory Committee, with representatives from major higher education institutional sectors and other appropriate agencies, has been appointed and has been meeting for several months (see Appendix D for Committee listing). The initial work of the Committee focused on the development and review of the "first contact" publication, and it has now broadened its role to include the development of this plan and the eventual advisory monitoring of the quality of education information distributed through the Network.

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[5] Title 45, Code of Federal Regulations, Part 177.64.

[6] Title 38, Code of Federal Regulations, Part 21.4252.

F. Organization and Staffing of the Network

The Network office will be under the general administrative direction of the Office of Academic Counseling of Edison College, and the Network Director will report to the Director of Academic Counseling at Edison. At the policy level, the oversight of the project will be the joint responsibility of the Department of Higher Education and Edison College with guidance from the Advisory Committee. Funding for specific components will of necessity involve contractual arrangements between the Department and Edison (and eventually other agencies, institutions, and programs) as the Department will be the fiscal agent for federal EIC funds and other federal funding sources, such as Title I and 1202 Planning Commission funds. The Office of Special Programs at the Department will be responsible for contract oversight and general liaison with the Network, as well as other non-Network services such as financial aid information.

The Director will have operating responsibility for general Network administration and functional liaison with Edison College and all contributing institutions and agencies. Initially there will be three Information Specialists who will answer inquiries and will also have secondary responsibilities for organizing specific information areas, since their tasks must be diversified and telephone inquiries will not be on a continuous and uniform basis. These responsibilities will include areas such as research and data collection, college relations, non-collegiate programs, and special concern for "third party" information, that is, services to other counseling and information-providing agencies.

For the Network, Edison College will provide fiscal administration, publicity and public relations services, the full cooperation of the counseling and Information Clearinghouse staff, as well as the services of the Director of Academic Counseling and the President.

The commitment of the college to initiating and developing the Network is shown by the resolution of endorsement approved by the College's Board of Trustees (see Appendix E).

G. Evaluation of the Project

Since a prime objective of the Network is to improve the type and quality of information available to prospective students through the use of information services and the provision of printed materials, the following methods will be used to assess the value of these efforts:

1. An individual form will be completed by the telephone staff concerning each inquiry,

including the name, address, phone, type of question, and response/action taken. These forms periodically will be analyzed to determine the demand for services.

2. Agencies will also be asked to provide information concerning the students referred, i.e., how many prospective students actually contacted the Network referral source, how many subsequently enrolled in postsecondary institutions, what types of programs were sought by what types of students, and what type of student is being serviced by which of the various referral agencies.

3. Postcards (postage paid) will be attached to the Network first-contact publications for student evaluation and suggestions.

4. A mail survey of a sample of students serviced by the Network will be conducted with appropriate procedures for follow-up and assessment of response bias. This survey will also evaluate the accuracy of the data provided by the agencies, services, organizations, etc., concerning referrals.

5. Secondary schools, higher education institutions, and other counseling agencies will be asked to respond to a survey questionnaire concerning the utility value of the hotline, the first-contact publication, and the referral service.

H. Timetable and Budget

The Network will be implemented during the Fall of 1978, with the telephone services and Phase I publication planned to be available in October, 1978.

The proposed budget is based on the knowledge that the Director has begun work before the inception of federal EIC funding, with total support from state funds until September 1, 1978. Information Specialists will be employed in September 1978 and will initiate the telephone service under the supervision of the Director, with clerical staff support.

State matching funds will be available both from the Department of Higher Education and Thomas A. Edison College. The two sources are merged on the attached budget table in the "State Funds" column. In the second year of operation, 1979-80, state funds for the Network's operation will be included in Edison's FY80 budget.

The major "first contact" publication and other aspects of Network activity, will be supported in the first year through other state and federal projects. The publications costs shown on the budget table will cover Educational Clearinghouse publications for counseling and referral. Additional space for the hotline operations will be rented at the Edison location in Princeton, close to the central offices for the Clearinghouse and the Counseling Network.

Service estimates of about 25,000 calls and 12,000 mailings annually are, of course, highly speculative. However, since Edison College itself responds to approximately 15,000 phone and mail inquiries per year, and the Department's financial aid "hot line" service now handles 3,000 calls a month, these figures ought to be achieved as an annual rate by the end of Year II. The degree of public acceptance of the service, the cooperation of the news media, and the ability to accumulate the necessary information to provide adequate services will, of course, be essential to the success of the project.

SUBMITTED BY THE
DESIGNATED STATE OFFICIAL:

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Mr. **Rhett**. Thank you, Mr. Chairman.

We cited the need. A number of studies have shown the tremendous inefficiency—waste is a shorter word—for those who don't make wise educational choices in terms of time of their life that is spent in inappropriate educational settings, and also the resources that they or the taxpayers spend for those inappropriate choices. The employment market being what it is, there is also sort of a critical individual factor here in making correct educational choices.

We knew what resources we had available in the State, and we were fairly fortunate. We decided to build our EIC on the existing resource of Thomas A. Edison College, a statewide college for external degrees, and in Edison College we had already developed a statewide counseling network that has some 20-odd offices across the State, staffed by Edison counselors, and had an educational clearinghouse which had the function of picking up all the information on postsecondary offerings, counseling agencies, and other information agencies in the State.

Thus, we realized we were already in the wholesale business. We were picking up information and giving it to counselors to give to students. Going into the educational information center for us was a matter of turning that into a retail business and dealing directly with the potential learner to use this information. Our objectives were to assist the prospective students in defining goals and objectives for further education, to make known the opportunities for learning in all settings throughout the State, to encourage individuals of diverse backgrounds, age, interest, and ability to take advantage of these opportunities, to make available information on cost of postsecondary education and available sources of aid, to standardize and regulate the factual information about postsecondary education in the State—that is a fairly difficult thing to do—and to build upon existing procedures, materials and services.

The major components we have developed include a statewide toll-free telephone line, and I will report on the usage of that, a publication which we call a first-contact directory, which is a guide to all undergraduate opportunities in the State and has sections on financial aid, career planning, descriptions of all the curricula available or and a writeup on the college, a weekly news column we give to the newspaper that has a "Dear Abby" approach, taking the most typical questions we pick up from the consumers, giving the answers and sharing them with the population of the State. We are making up topical publications that address the most widely asked questions, and, of course, we evaluate our efforts, and we have some data on that.

We work with an advisory committee that represents the admissions counselors, guidance counselors, postsecondary representatives, State agency representatives, people from other acronymal SOICC's, NOICC's, and other things like that.

We also combine a number of resources to support this; $45,000 will not support any kind of statewide information effort that is in full operation. We took the EIC money and some money from title I Continuing Education and Community Services, and about $80,000 in State funds and operate on a budget of approximately $180,000 a year, which we consider to be minimal, to support six staff plus all the services and publications.

We opened last October 1. Congressman Patten, who was most helpful in securing the appropriation, came and opened the New Jersey center. We are averaging about a thousand calls a month. We are making about 1,200 referrals a month, which means more than one referral per case in a number of cases. This is not unusual.

Some of the questions are so general we might make a simultaneous referral of the consumer to a 2-year college and to a vo-tech area school, which have overlapping curriculums. It breaks down to about 50 calls a day, which keeps a staff of three to four information specialists busy.

We also operate a financial aid hot line in the State, which takes 3,000 to 4,000 calls a month. Those calls can go rather more rapidly, as it is usually a question, for instance, of what do I put on line 17? The answer is factual. It can be quickly given: please send me a form, and we send the form. It takes a little longer to help people who say I live in Paterson, N.J., and what can you do for me? We have found from this traffic, which has totaled over 9,000 calls and 10,000 referrals, that we have an interesting sample profile of our consumers. About two-thirds of our referrals go to higher education; about 10 percent of them to financial aid programs which we operate and the Federal Government operates; about 8 percent to proprietary schools, 5 percent to vocational technical schools, 3 percent to hospital schools, and 3 percent to counseling services for further counseling that cannot be done over the phone. The questions are primarily in this order: about financial aid, baccalaureate programs and 2 year and technical programs. We ask people how they heard about us. Most of them say through the newspaper columns and press releases, but we also get a number of referrals from counselors, and from direct contact material such as posters, and TV spots, and radio spots.

Three-quarters of the people who called, called for themselves but, interestingly enough, 10 percent are counselors who call for specific information to give to someone. Fifteen percent call for relatives or friends.

Two-thirds of the people who call are over 25 years old; 21 percent of them are between 18 and 25, and 11 percent are under 18. One-half of the people who call are out of school now and looking for educational opportunities. One-fourth of them are in college, and the other fourth are in secondary schools, or some other school program.

Of those with whom we have worked, 91 percent got the information they requested. We have done follow-up surveys with samples of the people who have called, and this data comes from the follow-up surveys.

Only 9 percent felt they didn't get what they wanted. Eighty-six percent of the people thought the information was helpful. There were 5 percent who looked at it and evidently put it in the round file. Thirty-one percent, or about one out of three, went ahead and contacted the agency or institution to which they were referred. We do this in a dual manner; we also send the roster of names to the institutions and agencies so they can get in touch with the client. Thirty-one percent initiated contact with the referral agency or institution, and 13 percent applied or enrolled in a program because of our service.

After 8 months, which is a very short time in which to start operating such a service, this sample data would mean that we had potentially over a thousand people who made an educational choice, applied and enrolled in a program because of this $45,000 Federal grant and the ability it gave us to coordinate information services in the State.

That is the end of what I have to say about our experience in New Jersey. I would be glad to answer any questions on what I know about other States or what future directions we might develop.

Mr. FORD. Thank you very much.

To all of you on the panel, I would like to wander through some thoughts about this whole question of the consumer information, available information. I think most of you know that the members of this committee have been concerned for many years with the fact that we have had since the early days of the programs an awareness that there is a gap between what we think we are doing here and what actually happens. It is contributed to most directly by the fact that people at all levels in dealing with student aid have not been very visible and accessible. NASFAA people have been telling me for years that, even on the campus, the attitudes in the past have been such that the student aid office has been generally less visible than the campus bookstore and usually given space back some place out of the way and not regarded as a very important function by the general hiararchy of the school, and that is changing, as I perceive it.

Mr. Alexander, you touched on a portion of this whole problem that has been of very great concern to me. As a strong supporter of Federal aid to increase the capacity of counseling, I have been, in my own limited experience with the product of counseling, constantly disillusioned about how much success we have. First we don't have enough counselors. Second, of the counselors we have not nearly enough that are adequately prepared to counsel, and they are so absorbed generally with behavioral problems and other aspects of the students' high school experience, that they have very little time to concentrate on questions like student aid.

Bearing in mind the deficiencies of the past, I ask the question whether or not, as Mr. Marchese suggested, one of the alternatives of what we should do is do nothing at this point, because we may or may not have another new direction to go in. The last big jump we made in 1976 seems, as two of you have said, or three, not to have had very much effect; that the consumer protection, if you will, that we tried to write into the law, has not impacted very heavily on the community.

The reason I ask that question is the dynamics of what is happening now with the declining enrollment has shown itself in my State in a kind of active recruiting by postsecondary educational institutions that is brand new, at least to this generation. It may be unprecedented, certainly unprecedented in a number of institutions that would not have thought a very short time ago of the necessity of being actively in my high schools going after students. My high schools are predominantly working-class people without a very high percentage of college graduates as parents, so that the school has a much heavier burden in providing this information than it does in a community where there is a heavy salting of people with college experience who pass this information to their children and to their friends.

To what degree can we expect that the activity now by the institutions is going to provide a change in the picture that we have seen in the past, in short, are the institutions, themselves, because it is now a buyer's market, in effect, going to use their ingenuity to start getting this information about the availability of resources to attend their institution into the hands of high school students in a way they haven't been doing it in the past.

Is that going to happen? Is it happening?

You have to say yes or no, because we can't record a nod.

Mr. PACKER. I would say the declining enrollments will stimulate institutions to perhaps be more aggressive in their recruitment efforts, which could lead to beneficial things happening, such as more information, better information; but, at the same time, because of increased competition for students, it is likely potentially to lead to increased bad things happening, such as not providing adequate information about some negative aspects, not providing full information about dropout rates, about employability of graduates, not fully taking account of students' rights and those kinds of things, and I think that is why our testimony talks about not just information, but mandating there be grievance procedures, peer counselors, those kinds of things which will be heightened and become more important as institutions compete more and more, and perhaps are more likely to not tell the full and adequate picture of what the institution is doing. I think we will see more glossy, slick recruiting efforts which might be good, but at the same time might have some harmful effects.

Mr. FORD. It is interesting that the attitude of the Office of Education, which has generally been antiproprietary school in a whole variety of ways, has been to invoke their efforts to holding down precisely that kind of thing. They are afraid the recruiting gets too energetic with the proprietaries; yet the proprietaries are constantly conscious of the fact that their satisfied students are the only things that keep them in business. If word gets around ABC business school is not placing people, pretty soon they don't have any students. So they are constantly tailoring their activities and realining their programs to realities of what their graduates would find, and I think that is happening to some degree with some types of colleges, particularly the 2-year institutions.

But it is being resisted, as a matter of fact, by some of the traditional 4-year colleges. That is a different kind of problem. That is the danger of having competition between the schools. For students the beautiful picture of the tree-lined campus turns out to be temporary buildings when you get there.

Mr. ALEXANDER. I think the key word is, if the word gets around, and unfortunately the public is the last to find out unless it happens to hit the front page of the newspaper. It is a slow seepage of this kind of thing through peers and professional educators and legislators and lawmakers and accrediting agencies, but the public is the last one to know, so it is years down the road before they actually discover it.

I think, yes, I would agree with you that this marketing is going to increase, and Tom Wolanin has in his pocket an invitation to you to a 2- or 3-day seminar on that topic. But I think that has started and many of us have seen it happening not just in the private colleges or in the proprietary schools, but in the community colleges, and State universities which have never recruited before and are starting to become conscious of marketing, and I think the key to it is not that there is something inherently bad with doing that, but there has to be an ability on the part of the consumers to understand what that means and to ask intelligent questions. And what that means is since you are not going to have educated citizenry at that level, you are going to have to have the intermediaries able to help the consumers, to train them to deal with it adequately, and have programs and services available for the consumer to get help in understanding what all of that barrage of information is. We are seeing it started with the better students, where many of them will receive in a month, 200 to 300 pieces of mail because of the mailing list approach to buying names of people. It is easy to get someone's home address and barrage them. What do they do with that information? Do they have systems internally for handling volumes of information? How do they deal with it? It is not easy.

Mr. Ford. No, it is not easy, because I have had a practice ever since I came here of securing from those high schools that will cooperate a list of their impending graduates who receive a letter from me advocating that they continue their education and telling them if they need information, write to us, and we will tell them where to get the information. Not all of the high schools cooperate, and we have a firm agreement that that letter will be the last contact.

As a matter of fact, a few years ago, Mrs. Mink, who was a member of this committee, prepared a fine brochure that could be used by other members as a response to an initial inquiry. Recently, NASFAA helped us prepare a brochure on the Middle Income Student Assistance Act which we used in a similar fashion this spring.

In most parts of the country the concern over protecting the students from being solicited for some other purpose is so great that you can't really go at them even with an offer of assistance, so these efforts are really not very productive. I don't know what the answer to that is, but I suspect that if we had the kind of information that you long for in your statement, the question would then come, how would you get it to people if you have to run it through someone else to get it to them? If you have to run it back through the system that is not now doing the job, what assurance do we have that, if we had the example that was shown here in Oregon, the example that is described in New Jersey, the example I have seen in Pennsylvania, and a number of States, you could get it to the students if you have to get it to them through someone else in a fragmented fashion? You go into one school where their No. 1 problem is how many cops they have to have in the high school to keep the teachers from being beaten up, and another school is going to tend to do the same thing it has in the past. And in the really fine organized school with the teacher-pupil ratio low, it is going to get in the schools where it is needed most, but it is going to get lost in all the other maze. How do you disseminate this information if you did have it all put together?

Mr. Alexander. Two things I think come into play. First, if you had people who know something exists, then they call for it. And when you succeed in a small way with something—nothing succeeds like success—the demand is called on once they know something is available. Consequently, if you let the public know what exists, I think some of the figures Haskell gives you, will increase over a period of time. You will then have people talking about the service that is available, and that increases the demand for it. I think that is a realistic approach to it.

Second, it is a basic problem, and I don't know about many other States, but in our State the most important thing for secondary schools is 4 years of physical education. It is more important than

English or anything else, when you start to look at it. A counselor first has to be a teacher, not a counselor. Their last responsibility is this kind of information. How many are patrolling the halls, how many people are able to substitute teach in another field, monitoring the lunchroom, et cetera, the administration in the school puts that pressure on them. There is no request from the community at this point to a school district to really provide good information. If a community understood that that was possible, I assure you the demand would be there for it, and I think this has happened in the schools you are talking about with the police in the halls. Community agencies have sprung up, and a number of us know people in the community, and they seek that information. It isn't being provided in the school, but it doesn't say if it was, it wouldn't be acceptable.

Mr. FORD. You can make nonscientific comparisons between two schools that appear to have the same characteristics, one which has a whole list of people headed for all kinds of postsecondary educational experience, the other one has practically nothing. When you track it back, you find in one school you have an aggressive, pushy person running the counseling service who has a very strong feeling that this is a function they should perform and they are peddling the idea that working-class people can go to school. In the other school down the road a little way, the counseling service is not that aggressive, and you produce two different pictures of what happens to the graduating class.

In years of interviewing applicants for the academies in my district, for example, when I first became conscious in the 1960's of the fact I had straight-A students who couldn't make it at the Academy because they were allowed to get grade A's while preparing for the Academy without taking math beyond sophomore year, and they got to the Naval Academy, and they said they couldn't use them.

I started years ago asking as one of the first questions at what age did the student become interested in attending one of the academies, and when did your counselor start tailoring your program in high school for that academy. I find rarely that I encountered an applicant for the Academy who has had any practical help at all. The first contact they get is when they or their family write us a letter and we get the Academy to send them a catalog, which is not a very helpful thing for someone who is not the son of an Academy graduate to get information from.

The result is that by constantly asking, we now find in contacting the schools, that there is slightly more interest in it, but even with that kind of very sophisticated application, most of the young people, including the ones who end up successful, have little or no idea what it is that is required of them and what they should have been doing from about the 10th grade on to prepare for that experience. I have yet to run into the first one who is not from a family that has had someone who has the foggiest notion of what the economic value of that scholarship is. I have the kind of district where an Academy appointment is a very desirable alternative to other ways to get to college; it accounts for the very high caliber of the applicants we have, I think, in part.

Suppose you were going to set out to get the information together; the question is, where do you do it? The concern that some of us have had with Mr. Biaggi's approach is that is the idea that the Commissioner of Education would develop a bank. The cost of developing that bank and maintaining it in any kind of currency boggles the mind. But further, when it talks about "collect and assemble available information with respect to scholarships, loans, grants, and other financial assistance provided by Federal, State, and local governments and by private agencies, institutions, and organizations for students at institutions of higher education" if you look at what they have on the computer at the University of Michigan, and realize how much of that is not relevant to any school except the University of Michigan, you begin to understand this is an enormous bank of information.

Would it be better to consider the possibility of an incentive for the State agency to try to develop it State by State, recognizing this does very little for the people who are going across State lines, but also recognizing that once the data was available for Michigan, that New Jersey could plug into it and find out what would be available for New Jersey students.

Would it be more likely that we would have a workable system available if we did what Mr. Biaggi's bill would like to do, or find a way to encourage the State agency to do it.

Mr. **Marchese**. I will wade in since I am not a State aid director. My experience suggests that there is a lot of information floating around which is useless information to people, and that the need is for information, especially if we are talking about financial assistance, which is specific to an institution and specific to that individual.

A much better kind of information for decisionmaking is that which Layton Olson showed you. It is specific to that student and his or her family and to named institutions that person is considering. That is much more useful than to get a directory this thick listing in a gross way different kinds of programs, 9 out of 10 of which won't apply to that particular student. Of course, if he gets a book this thick, he won't open it up.

Mr. **Ford**. Isn't that exacerbated by trying to go beyond a State-by-State collection?

Mr. **Marchese**. Yes, I imagine 95 or 98 percent of students are essentially looking at educational opportunities within their own State. If you are talking about students from Illinois, after you get by the basic Federal program, the first thing the student will look at is the Illinois State scholarship program, but that same Illinois information will be of no interest to a student from Indiana or Iowa.

Mr. **Olson**. I would like to mention, as we are proposing that the Biaggi bank be studied, one of the big options is to use this career information approach, which is State by State. The Commissioner might be able to find additional information that would be available in any State that would go out through the system. That, at first glance, looks to be the most practical way to go. It is the way the Department of Labor is going.

Mr. **Ford**. If we asked the Secretary, whether it is the new one or the old one, we may know today, to put this together 10 years from now, those who survive will still be wondering where it is, because it just appears to me it is too big a bite to try to take—to do it on a national scale—and by the time the bureaucrats over there get through trying to figure out how they will dot every "i" and cross every "t", 10 years will have expired. It takes them years to write regulations on what to us seem relatively simple because they try to anticipate every single possible exception so there will be no criticism that they overlooked something. While they wait to achieve perfection which they never achieve or come close to, time goes by and nothing happens; so I become less ambitious about doing these things on a national scale and start looking at the way you get down to a level where you do something for someone instead of waiting until you can do something for everyone.

Mr. **Alexander.** It seems to me you have mandated to go the other way with things like the EIC. That is part of the problem I mentioned, where each of them has a specific challenge to do that kind of thing, but those challenges overlap and instead of coordinating them and have one done well by each State, which would be shared by different agencies, they are each competing in a way, spending money toward the same end. There is no necessary coordination being put in, and that seems to me to be the role at the Federal level, to coordinate so there is ability to interchange between them. Not to develop it for them, but to help with the coordination efforts. Information about careers, where we know people have a mobility nowadays that didn't exist before and will have to in the future is known by migration patterns. So we are talking about the ability to have interchange of information, and programs do change because there are people temporarily living in one State who are residents of another, and they do qualify for programs. There are States where there are interchangeables. If you live in Wisconsin, you can go to Minnesota schools. And hopefully that will increase to provide access in the future.

The point is to give the students the maximum choice, not the minimum. I think the Federal role is to coordinate that, not to do it. See that it becomes interchangeable and easily, flexibly usable, but do not try to coordinate doing it at the central level when it is an impossible job. It was already done for many programs at the State level, and that information does exist and has to exist statewide, but it is not in usable form in an interchangeable way.

Mr. **Ford.** If we had a bank that just tracked all of the Federal programs, and that became nationally available, we are talking about 23 percent it would cost the education in maximum, evenly distributed between States and types of institutions, so even if it had that kind of a system, it wouldn't do very much.

Mr. **Rhett.** Mr. Chairman, the students in our State, at least, tend to, without being told by legislative mandate, look to us as a source of answers, even on Federal programs. When I mentioned that we had our financial aid hotlines taking 3,000 to 4,000 calls a month, I would say at least several hundred of those, to be conservative, are on the basic grants program and the basic grants application and what to do; and, of course, we answer those questions. Some of these students have tried to reach the national toll-free hotlines on these services and find they cannot and come to us.

I have had that sort of experience over and over, which leads me to the same informed bias that you have. My colleague here and I once worked on a project when I was working at Educational Testing Service. We developed a national data bank just on college and university postsecondary offerings, and we found that the main obstacle there to orderly and efficient development is updating that kind of data. It literally broke the bank to get 2,000 or 3,000 institutions to come in with accurate and reliable data once a year, so it could easily be transmitted to students, and eventually the effort was put on the shelf. We haven't had that kind of experience on a States level.

The institutions furnish data to one or another State agency as a matter of course every year. We take that data and compile it, acting to coordinate at our level before it goes to become Federal data.

I am more and more disturbed by this undercurrent, or overcurrent sometimes, that is tumbling in the surf of a single national loan bank, a single need analysis processor, a national bank of information. I think this approach is unworkable. The track record shows that in those areas where direct Federal administration of nationwide programs has occurred, it has not been efficient, and I think States and institutions and consortia of institutions can point to better results, and this is a key area to pursue that approach. We are beginning to get the data to show we can operate rather more efficiently in this area.

Mr. FORD. We developed the Migrant Students Record Transfer Center, quietly, without anybody noticing it, fortunately. Maybe that is why it survived so long—the system that now has 680,000-plus specific migrant children this year on a computer base in Little Rock that serves 46 States and with very little expenditure in training for people who go to the three or four terminals that are available in each of the States for information. There is more information available on a national basis with respect to movement of a child, not only their educational needs, but their health needs, than there is within the average school district in this country.

There would be a loud scream from the left and the right if we tried to expand this beyond this target population, because we can do most anything we want with migrants, you know, without political repercussions, but you put my darling child on the computer, and you have trouble. That was supported for years by the States voluntarily putting a part of their Federal money into a pot because they recognized they couldn't work with this population and without recognizing that State lines were not as important as they were for other things and, in fact, there were variances. It has taken years for the people working with this to learn how to utilize it so that it has produced the kind of practical result it is now producing.

The problem we have with it now is that everybody wants to hitch onto it. We have people saying now that you have this in place, that would be a good place to find out how much we need for handicapped and what we need for infectious disease control, and a lot of other things. If that computer were expanded to take care of all the things that it is capable of doing now for other agencies of the Federal Government and State governments that would like to use it, it would become the biggest computer bank even with that small number of people in the country.

So now we are engaged in dealing with the success of something because it is like the old title I application. The minute everybody found someone was going to be providing information, they found a thousand new things to ask. The student aid applications have been used unmercifully throughout their history by people at the State and institutional level to gather all kinds of information that is helpful but not relevant to determine whether or not that student is eligible. What is even more important, using your analogy of the airline ticket agency, the thing that causes access and breakdowns are things that no one can control. No one knows which station agent oversold a flight; no one knows which plane gets a cough and has to be replaced with a plane that holds 20 less people than the one that had been on the computer. So people are left standing, and when you start thinking of a national bank that is going to plug students into an institution with a package made up of several component parts of educational aid, the first question that occurs to me is how do you know that when the student gets there, there haven't been twice as many people who qualify for the program than the program has money, and that it is still there. That information is so perishable or that it doesn't last for very long, and the bigger you make numbers, the more likely it is that you are going to have this slippage by the perishability of this information.

There are all kinds of special programs in my State; we have the auto industry with varying kinds of programs that will pay for people with certain characteristics to go to school. Some are grants; some are compensation schemes of one kind or another, but the larger institutions are aware of this, and that is part of their package. It is totally irrelevant to what would happen in another State, because they are only available to residents of that State.

The University of Michigan has an interesting doctoral program that I encountered a few years ago that is available only to female Asians born outside of the United States.

Now, apparently they fill that program by some type of word that goes out over the tom-toms in the Asiatic countries. But what use would that kind of information really be to the whole universe of students?

I would really worry about somebody at a financial level deciding what should and should not be relevant national information. I am afraid a lot of important information that should be available in Michigan would never get back to Michigan from Washington, so I am inclined to think about ways to beef up—to use someone's expression here—the consumer information service, and that we concentrate on doing it at no greater than the State level. I am not a great lover of State agencies and their performance in education, but there are some things they can do better than others.

How do you react to that, Joel?

Mr. PACKER. I just want to say a couple of things.

I agree with you that in terms of some of the type of information that it would probably work best at the State level. In terms of those specific scholarships or programs, I don't think anyone is suggesting that a student be given a list of every scholarship available because, as I said, most of those private scholarships are generally for specific categories of individuals.

I think those kind of things can be put in the national student aid data bank and a student can list characteristics of their background and list their interests.

In fact, the College Scholarship Service runs the scholarship information bank which does that in certain parts of the country. A student fills out a form and says what they need, potential fields of interest, what their major field of employment might be.

They are given back a list of potential scholarships they are eligible for. There are many of these potential scholarships that people don't know about.

In terms of the Federal Government, I think that it is very important that the Department of Education, whatever may be in existence, have some specific mandated information and dissemination requirements because unless people know these things exist, we need to have some general messages going out from the Office of Education saying money exists, financial aid exists, and you can go to college even if you don't think you can afford it, so that people think about that in even junior high school.

I think it is very important that OE do a public relations job. I mean, the Department of Defense does a good job of advertising education benefits if you go into the Army. They spend millions of dollars on posters and advertising. I think we can do the same thing and provide specific information. I think those kind of things are not being done very well by the Office of Education and need to be specifically mentioned in laws.

Mr. FORD. Those kinds of things have not been done very well until very recently because everybody had more students than they knew what to do with and they were trying to devise new ways to test out and exclude because there was not enough room.

Now this whole thing is turned around. I am inclined to believe that, with very little encouragement, States would pick up on this responsibility and be very anxious to get into it, particularly States with large numbers of postsecondary institutions.

The contrast, for example, between your State of New Jersey and the adjoining State of Pennsylvania is very great. You are kind of an exporter of college students.

Mr. RHETT. Much less than we used to be.

Mr. FORD. Pennsylvania is pretty close to a breakeven, but an importer, and Massachusetts imports them from all over the place.

Mr. RHETT. Pennsylvania apparently has a good sense of where well-educated students come from because a number of ours are recruited by their colleges.

Mr. PACKER. If you are talking about things that States can do, he has something that California has done that is very valuable.

Mr. OLSON. This financial aid workbook went out to 325,000 high school seniors in California. It was put together by our organization and two-thirds of it is Federal financial aid. The States can help to put the whole package together either with printed stuff or a backup system like this with a little coordination help from the Office of Education.

Mr. FORD. Mr. Buchanan?

Mr. BUCHANAN. Thank you, Mr. Chairman.

I am in the process of sending high school seniors information pertaining to the programs available in my State and the available Federal programs, because I think that this is one thing we should do around here. I am a little late with mine this year, but I do think that providing this information is one of the small things that we can do.

Perhaps Members of Congress could cover the whole country, at least with high school seniors. It is terrible politics, of course.

Mr. FORD. We just said that. I pointed out that we had prepared this nice brochure on the Middle Income Student Assistance Act and we found it didn't get universal distribution because in most of the States the Members of Congress cannot get a list of the high school graduates.

Mr. BUCHANAN. That is right, that is a problem.

Mr. ALEXANDER. That is because the high schools are concerned about the confidentiality act and they are threatened with lawsuits for releasing that information which is a regulation passed by Congress.

We can't get followup information from colleges as to how well our graduates do because we can't get that information. It is a protection for consumers, but in a way it protects them against good information that they need because there is no professional use for it.

It is interpreted as people wish and frequently the loose interpretation is to the student's detriment, not benefit. The people who are most conscientious will translate it very tightly.

Part of the problem with booklets like this for the senior year is that anybody who has made a decision to go on has already reached this information and they have family and school support.

To a large degree the information is lacking in communities where if you mail this to every senior they have not had enough input and they have arrived at a conclusion by default that they are not continuing. They don't have the kind of advocacy they need earlier.

You can mail all you want, but they have not gone through high school preparing to go on to higher education. They have not bothered to think that way. Their families are not oriented that way. They have not taken adequate courses. They have not started asking questions early enough.

What happens is default. It is easier not to do anything, to go out and look in the job market or take the path of least resistance. I think again the Office of Education publications all state and the Keppel task force stated: "Start early."

This is a long-term process. You don't have people, because of one thing that arrives in the mail, decide this is something I am going to do for the next number of years.

Financial aid is a very complicated and difficult thing for families. I look at a lot of schools which talk about 60 to 70 percent of their population on financial aid. You are saying, get advocacy to have kids make application or even adults make application because the money is available.

Then you start to run into circumstances I have never run into before, which is that there are so many applicants for aid that there are many institutions that once the State or Federal programs run out, the student has the need and the institution doesn't have the money.

I have been caught four times this year advocating to families to make choices and not be caught on price because the aid is available.

Yes, they may have qualified for one or two programs, but they needed four. They needed that large a combination and somewhere along the line it was not there.

A formula blew up or their particular circumstance was not accounted for in the kinds of things that were allowed for as deductions in this form or that form or the institution just ran out of money; they had their allotment and that was it.

The kid was the last one down the line when the package got together. So while there is a lot of money out there, it doesn't always package nicely.

Now I am getting kids whose families agreed to go the whole way, filled out multiple forms and applied to multiple places, and they have to take the cheapest because the package is not working. That is a new phenomenon for me.

Mr. BUCHANAN. On the matter of adequate information early enough at the secondary level, how do we do this? Are you proposing a legislative change or what would you suggest to get enough information to the students early enough?

Mr. BOLYARD. There was an attempt earlier to try to address this same problem by suggesting in the 1972 amendments that you go out and make a commitment to eighth graders that a supplemental grant would be available to them at the time they graduated from high school.

The practicality of getting a financial aid officer to make that commitment without the assurance that the dollars are going to be there is the kind of problem you run into. Unless you have advanced the proposition well in advance of 3 or 4 years, I think the training of the individual and getting the word out to the people when they are leaving junior high school is going to be critical so that you will not have these people who are just by default dropping out of the system. You have got to get them early.

Mr. PACKER. I think one way also, and I believe the Office of Education is doing this, is to try to have college students work as peer counselors not only for students already in college but to have those people go out to high schools and junior high schools and conduct sessions for those students and explain opportunities that may be available to them.

Students respond positively to fellow students because they feel more at ease and feel they may be getting more honest information.

So I think that is another way that is cost effective and it could be very efficiently done in terms of getting information to high schools and junior high schools.

Mr. RHETT. I would add that you cannot make the assumption that nothing is happening in this regard because there is nothing in the Higher Education Act about it. In our State we convened a statewide planning task force on student information that just released what amounts to a master plan for student information

Representatives of the associations and counseling groups laid out really a comprehensive pattern for distribution of materials starting 6 years before entry into postsecondary with different kinds of materials. That would start at the eighth grade, say, and some of those are materials for parents to give them a couple of years of leadtime to assess their own situation.

Students have to grow into these things. I think this is coming to be common knowledge in the trade, if you will, regarding how people make educational choices. Whether or not that kind of process can be supported and helped along by Federal legislation, had not occurred to me, as it appeared to be an institutional and State responsibility. Resources in our State are being used to do that. We came to the same conclusion, that you can't simply walk up to a student in 12th grade and say, here is your information. That is making an assumption that is simply incorrect about the sufficient knowledge on the part of the consumer.

Mr. **Alexander**. It deals with two aspects. You get preparation of two levels in the community, the school where there is very little help, no support staff, et cetera.

The Office of Education prepared a filmstrip which is rather simple and basic. It was mailed to every single high school in the United States. Halfway through the senior year they received it for that year's program. In the worst of schools they probably don't have a projector to show it. So they can't use it.

In the more sophisticated schools where anybody knew anything at all about the program (BEOG), the filmstrip was so basic it was a waste of time. So here was the end of the role of the office in terms of putting out the information for usage. It was an effort on the surface that looks great.

So the booklet is out now and this massive booklet is sent out to people. People will invariably select the things they are more comfortable with to become more knowledgeable about. The majority of people in secondary schools know "beans" about financial aid. There is not even a course on college selection in graduate school, no less one as specific as financial aid. There is no training at all for it.

You are not going to find that most people at secondary schools, including administrators, understand anything about these programs. To sit down and read a book that has a number of internal conflicts and talks about formulas, where it says, see your high school counselor, when he could not possibly answer it is futile. Every time you answer a question on Federal programs, 2 months later the program is changed and you are a liar and the parents come back and say, why did you give them the wrong information?

You wind up talking about last year's form and the way it was done last year. When they are asking, you don't have the information to give it accurately. By the time it comes out, they have already decided whether or not to go ahead with it.

So the training and kinds of programs that exist, is done by high school counselors, by the more sophisticated ones. They are picked in an area and they hold the program in a local university. Who shows up? The ones that already know about it. The others cannot be released from school because they have to pay for their own substitute and they have already used their one day out of the building. They can't even get travel allowances. Their job isn't in any way defined as having to deal with financial aid and in those communities where there is no input going on, the community doesn't support people to do this and the administration doesn't.

I think the Federal effort has to be very different in terms of training than the way it now provides for the information on these programs because people don't make access of it. They can't be good advocates because of their own local situation. That has to be taken into account before the money is spent on filmstrips or fat booklets which nobody reads or can read.

Mr. BUCHANAN. We have 44 education information centers in the State and we have 33 Federal authorizations for programs to collect and disseminate information on education and occupation. What about making this a responsibility of the EIC?

Mr. ALEXANDER. But they have less money than some of the other authorized units. They are the poor brothers.

Mr. BUCHANAN. EIC got $3 million for fiscal year 1979.

Mr. ALEXANDER. It is hard to be a corporation president when your younger brother has all the money and the stock.

Mr. PACKER. We would agree that the EIC's are important. They barely got funded again this year. The administration recommended zero funding of it. The House has maintained it at the level of $3 million, which will be worth less due to inflation. But, presuming that we can get more money for them, we would recommend, and we have had that in the State plan, to develop the EIC, that one of the requirements of that plan would be how the EIC could coordinate information between itself and any other Federal, State, or local system of educational, vocational, or career information so we have at least one place in the State that has the focus of coordinating that kind of information from EOC's, from talent search, information from CIC and OIC's and all these other acronyms because, without that one place you have basically an information overload.

People get so much information from so many different places saying sometimes different things they don't know what to do or where to turn for the right answer.

Mr. BUCHANAN. I wonder if you couldn't have the EIC give this financial information to the junior and secondary schools?

Mr. RHETT. I think that is a proper role. There are two things. One is that we need a mandate that we are the ones who can do this, speaking as the proprietor of an EIC.

We often start coordinating something with something else and they say you don't have a license to coordinate. There goes that.

The other thing is that we need the resources; $45,000 a year, as I said, in our State, supplemented by almost twice that in State funds, supports about six staff once you start paying for toll-free hotlines and publications costs, et cetera.

So, if we are going to take over that role, it is a feasible and it can be done. I doubt if it can be done on the Federal level.

Mr. PACKER. It is interesting. The administration attempted to abolish the EIC's last year. Their rationale was that they were recommending funding for the institutional cost allowances and they are duplicative and we don't need both. This year they are not recommending funding for that either. It is unclear to me what their rationale is this time for zero funding. For some reason they don't like the program and have not given it the opportunity to see what it can do.

Mr. **Buchanan**. Let me get my arithmetic straight. Twenty-two EOC's get $5 million. The 44 EIC's get $3 million.

Mr. **Packer**. Yes.

Mr. **Marchese**. That's just part of the problem. There are 28 other Federal programs that directly provide money at the State level for education and/or career information.

In Oregon 2 weeks ago, they just finished a statewide survey of the availability of education information throughout the State. It was done by Mary Kinnick. They found in Oregon just about all the Federal programs that you could name—the Bureau of Indian Affairs, the Veteran's Administration, the Bureau of Employment Security, the EOC's, EIC's, and so on down the line.

But almost all of those operate in very targeted ways. So, if you go to Bend, Oreg., you will find three or four Federal information programs in town but each relates to very particular population segments there, you would also likely find none of the other 25 or so Federal information programs in town. So you have a pattern of missing service and of large gaps.

The EIC's have been the cause of some very strained conversations at the State level. Many of these other Federal information programs are rightfully fearful of their continued existence and they feel, maybe with some justification, that if they are lumped into a single information entity that the interests of their particular group will not receive so much attention.

The EIC coordinators are people who are out at the very end of a limb. They have almost no money. They have a confusing statutory charge, an unrealistic charge, too. In effect, they have no clout, as we say in Chicago.

They are told to coordinate, but that same word appears in about 10 of the other statutes.

A very similar situation exists with respect to occupational information. The Illinois Occupational Information Coordinating Committee consists of a director, a secretary, practically no money, a grandiose legislative charge, and a confusing array of overlapping Federal endeavors it is supposed to coordinate.

Mr. **Ford**. I am sorry to interrupt you, but this is a terribly important vote, the election contest in Maryland, which is more tragic than humorous.

I would like to suggest that we leave this panel with the staff and see if you can walk through and get some suggestions about what we ought to do now. We have all kinds of explanations about the problem. Let them each tell you how to solve it. Let me share a totally unrelated bit of good news I just got.

In the spirit of proposition 13, 10 school districts in my area, all communities with very few people, almost everybody buying their home on a mortgage and complaining about their taxes, on a ballot yesterday the question was of school taxes and 8 out of the 10 voted for school taxes, which is a change around from where we have been. So, when you hear people around this town saying people are not supporting public schools any more, they don't know what they are talking about.

Mr. **Wolanin**. Following the charge of the chairman, perhaps one way to approach getting some comment from all of you would be, what is your view of the Federal role as it could be encouraged by the Higher Education Act or some amendment thereto?

What is the Federal role with respect to stimulating and/or mandating some kind of performance by (*a*) institutions of higher education, (*b*) States, (*c*) the Federal Government itself or, (*d*) all others in the private sector.

I guess maybe that is the general question to which we are looking for the answer. What ought we to be doing in our job of reauthorizing the Higher Education Act to stimulate, encourage, require, which of these parties to do what in providing, what is I think, a common objective of timely, accurate, relevant information for students.

Could I have your comment on that question, without repeating your testimony.

Mr. **Marchese**. Part (a) is the one I think we can make the most progress on.

The reason for getting that information from institutions is not because they are bad or consumers necessarily need to be protected, but because we need the information for decisionmaking.

The thing to understand about the career information system is that it works and produces marvelous information because somehow the institutions in Oregon were induced to provide very detailed information about how they make financial aid decisions. Instead of those institutions saying, "Aid is available, please please apply," CIS has them saying, "People like you who do apply get aid awards like this." That is better information and that is what we need from institutions.

So, I think we can make progress in getting better information from institutions. I also think the Ann Arbor list can be reconciled with the U.S. Student Association's proposals.

I remind you again that the American Council's Office on Voluntary Self-Initiatives has agreed to take on information, the answering of the next set of questions by institutions, as one of its main projects. That ought to be encouraged and it can be.

Mr. **Wolanin**. In Oregon who was the stimulus? Was it the EIC, the State commission, the department?

Mr. **Olson**. The whole system is a Department of Labor stimulus with a model after which 10 other States built models. It was completely different from the EIC's. Once the employment security people and the vocational educational people and the local high schools had gotten on board, with the career information stuff which had descriptions of educational programs and certificates and things like that, then with the 1976 amendments, since schools were putting out or disclosing information anyway and the schools had had a tradition of working together on their campus-based applications, the high school relations office and the coordinating council and all those persons, they finally got pulled together and they said we can trust each other to look at each other's data and we all want to look good in that situation. That is where that came from.

Mr. **Alexander**. If I can give a little deeper historical view of that, the Federal Government was the starter of that. They had a research grant at Northwestern University which started the development of computerized characteristics for college selection. I think it was through the Office of Education. I was part of that at that point.

The Government abandoned the project after the information was in. It was picked up by the private sector and put into computer terminal shape. That was the formulation of GIS in Boston out of two Harvard professors who knew that the Office of Education had collected the information but didn't proceed with it. They computerized it.

This kind of information has been accessible since 1967. I have a terminal in my office that does similar things which is put out by private industry for profit. So the model has been there. Some of the people from Oregon have come from the east where this was in private use and had the concept result of that. But the original information collection was Federal Government through the Office of Education.

Mr. RHETT. I would suggest an approach that in one sense is conservative, that sense is that we ought to conserve the resources that have been developed under the 1976 and earlier amendments, whether they be called TRIO, EOC, or EIC's.

There are valuable services being delivered to hundreds of thousands of students. We have to look very carefully that one of the building blocks is not lifted up and those services disrupted.

I would agree that the Federal Government has a role to play in a regulatory sense of mandating the kind of data that institutions and States have to furnish and the way in which they furnish it.

I think the institutions have their traditional role to play of dealing directly with students when they can, but also furnishing the data.

The States play a coordinating role, a role that disseminates information, if you will, again as the honest broker, noninstitutionally oriented in terms of setting choices for students. The interesting role that is sort of a wild card is the one now played by EOC's that I think ought to be expanded.

That would involve almost all of the above except, I hope, the Federal Government per se. That would involve associations, consortia, institutions and State agencies working in combinations that best suited the local conditions to augment these rather abstract information services by on-the-street delivering of counseling, information services, and tutoring as necessary where the populations need them.

I think one of the most creative things that could come out of the reauthorization would be a merging of the strengths of EIC and therefore the State agencies, TRIO, therefore the institutions, EOC's and some of the other associations and consortia, et cetera, to strengthen the delivery of the services.

Mr. WOLANIN. If any would like to suggest a proposal to accomplish that objective, it would certainly be received with interest.

Mr. RHETT. I am sure you have read every word of the New Jersey policy position, but we will be glad to augment it.

Mr. WOLANIN. I recall in your remarks you mentioned that New Jersey combines its EIC funds with from title I of the Higher Education Act.

Mr. **Rhett.** Also some 1202 and some State funds.

Mr. **Wolanin.** How common is that kind of combination of funding sources at the State level?

Mr. **Rhett.** I don't have data on how many States do it, but I have talked to many other States on the telephone and it may be that some who are trying to work in this area may have some data. We will see if we can give it to you.

You almost have to merge funding. If you didn't think of it to start with, the amount of funding is so small that even with the State match you have to look around for something else to add it in.

I must say we have an advantage because, as you know, we are a comprehensive State agency that controls the usage of these funds and has certain governing and coordinating powers in our State to say how these can be used in conjunction with institutions.

Mr. **Packer.** My testimony mentions some specific things, and we included them in the specific recommendations. To summarize them by level, I think for institutions basically sort of re-emphasis of what they are doing or supposed to be doing in terms of the consumer information requirements, perhaps with a few additional things. Each of those items would be up for debate whether it should or should not be in.

But I think to help augment that, there are a couple of things that the Federal Government can do at the institutional level. In fact, one would be, I think, to provide some type of form (*a*) either as something institutions could voluntarily use, or (*b*) something that the Congress might mandate so some of the information is provided in comparable format.

I think when students look at information about institutions, they have decided they are going to go to college and have narrowed it to specifics. Now they want to see how institution A compares to B in terms of financial aid or grants, or what percentage of freshmen are getting grants versus loans or specific things, and though you can mandate everything the institution provides, if they provide it in different formats and methods, students are not going to be able to figure it out.

There was an article written a few years back where Mr. Coleman talked about the symmetry of information, that institutions get standardized specific information about students, standardized test scores, needs analysis, all the same format, and they can compare who they want. Students don't have the same luxury and have to do more work, and I think it should be mandated they provide some basic information in comparable format to help the student get an equal footing in who is going to accept whom and who wants to take whom.

I think the Commissioner or the Secretary, or whoever, should, once every year or 2 years, do a survey: What are the institutions doing? What are the innovative ideas? And disseminate that out so the institutions who might not have had the ability to come up with something new could say I didn't realize Berkeley was doing these things, and we may be able to adopt them. That is something the Federal Government could do that would help the institutions.

There is a training grant, but I don't think there is a systematic survey of what the institution is doing to carry out 493(A), and I think that kind of thing, showing examples, because it doesn't have to be written, some institutions have done outreach and radio spots and other things to try to provide this information.

I really think the institutional use of financial aid counselors is something that is important. A lot of institutions do it now, and there was a report the Office of Education did about part-time counselors, and I think any further encouragement or incentive, such as 100 percent payment rather than 80 percent for those people, would encourage institutions to hire more of those people as well as including them in the financial aid training project so they can get some general training or specific training and send them out to the high schools so you can do that.

I think at the State level a lot of what was said, more emphasis on EIC, having them play a more coordinating role as well as allowing the State scholarship agency to use a small percentage of their SSIG money for information dissemination that would be conducted in coordination with the EIC would be one way of getting more money in the State level activity.

From the Federal Government I think the basic thing they should do is some very generalized information for people who are not sure or don't know whether they are going to apply to a college. As I said before, money is available. Contact the State EIC or institution, or whatever. A broad general public information campaign, I think, would help stimulate more people to think about, "I didn't know that there is all this money available and I should check out what is available or not available for me."

That is what I would recommend.

Mr. **Bolyard.** Concerning Joe's comments about the institutions putting out standardized information, NASFAA has developed a form and circulated it to all the members in the March newsletter. This, I think, is a beginning in this area of getting information disseminated to students in a uniform manner.

Mr. **Wolanin.** Do you have a sense of how the institutions would respond to a mandated single Federal format for information under 493(A), for example?

Mr. **Bolyard.** I think if the material that was included in the document that was prepared by the committee was included—well, if the incentive was there to say if you are going to continue, you are going to have to do this, I think there would be a compliance. I think there is a resistance to almost to anything that is universally mandated by the Federal Government. We could at this point survey individuals and find out how many have found problems in responding to our particular format before being mandated by the Federal Government. While some institutions may be able to comply, others may encounter difficulties due to a lack of cumputer support, et cetera.

Concerning the role of States, the chairman seemed to indicate that it would be a voluntary effort, and in hearing Haskell make comments, he was suggesting that it would be mandated. I would say if you did go the route of the chairman that certain kinds of incentives would have to be built in to make sure it is going to be successful. Otherwise, the more sophisticated States are going to be successful with this endeavor, and those that have traditionally ignored this kind of activity will continue to ignore it.

Mr. **Alexander**. Could I come back to a word everybody picks up as a threat on what was said, but it has to be dealt with? That is advocacy. I think recently the college board had done a survey which I can't pull out of the hat, but I recall the inference was simply that the people who have had the most education are the ones who seek the most continuing—in other words, advantage leads to advantage. It seems to me that you have two things you have to deal with, and one is, there is already out there a large number of people who are presumably advocates of this kind of information for the public, adult and teenage.

One issue is to work with what exists, and two is to identify what is not working and do something about it. And it seems to me every time I have seen a statewide hotline—for instance, if they do a tabulation by the schools the students attend, invariably it is the schools that have the most that also have the largest number of people who take advantage and call. It is the same kind of thing on a teenage level. The people who have the greatest needs are the ones less likely to step up front and take advantage of something.

I think if you are really attempting to reach a wide population, you have to have an advocacy approach. Somebody has to go out and do some of the selling and convincing.

That works for adults as well as teenagers. Even the adults who want to return, it is a laborious, difficult type of thing, and if they have someone to encourage them to continue, someone who will help them in that role, it becomes more feasible.

I think in working through things like the EIC centers, you want to not avoid cutting out the TRIO programs, et cetera, but not avoid having the kinds of reaction in Illinois when they were announced that they were going to replace the counselors with EIC. My reaction was hell, I am going to get on the board. I am going to find out what they are doing. But a lot of people will sit back and see it as competition, not coordinated supportive services.

I think in some way you have to attack the primary problem, which is there are a lot of people supposedly doing these things, and they are not functioning well enough, or we wouldn't have the problem. How can you attack that and get them to be better functioning and join the system, not be eradicated by it or not supportive of it.

That goes back to their training. I think to some degree there is an effect that may be had in terms of the accreditation and training programs and university level programs and sponsorship to the funding and expectations, and a lot of that rests with the administration. It is what they—the administration—expect and demand of it—a counselor's performance.

For instance, with the new laws on the handicapped, you can bet because of legislation and the fear there may be checking on that, that administrators are paying a lot more attention. With lawsuit possibilities there is a reality that they have to respond to, and I assure you that counselors are spending more time on legislation for special education than they are with financial aid.

So I think there is a model that sits there, that when the pressure gets put on a system, and there is expectation and the public is aware they can make a demand for something, there will be a production of it. I think you have the background training, the expectation of the school as to how important it is in the hierarchy of what they have to get done. Some days taking attendance to get the State goal is more important than anything else, and they will deploy as many staff as they have to, to make sure they have the attendance report to get the money.

Money and time are key problems along with the training. So in some ways I think the Federal Government has to put some pressure on for the kind of expectations that the current advocates or supposed advocates who are out there and who must continue to work in support of these systems will stay updated, be better trained than they have been and their job expectation will expect them to do the kind of things the authorization requires, because it isn't there now.

Ms. **Vance**. Do you do that by taking away the function of coordination that is in several of the other education information or occupational career information services and putting it in just one?

Mr. **Alexander**. That would lessen the confusion to a degree. See, right now, from what I see in our setup, we are trying to figure out what our role is, trying to develop it, because you can't read it from the authorization clear cut so that nobody questions what you are doing. Since you don't have the funding for it, you have to seek the funding, so you are asking for the help. But you have to explain to people what it is you are supposed to be doing and what is your authorization for it, and then the question is, "I thought so-and-so was doing that."

When you go to the State or private agencies or professional associations, each of them is saying, why should we support you; it may disappear by next year. We are recommended for funding so why throw good money after bad? It is that difficult.

It is further than just the wording in terms of understanding it. That may clarify parts of it, but it is all those constituency groups. Where do you have support among administrators and the educators in the State Department of Education for something like this? Where do you have the people who are training and certifying the people in the schools dealing with their curriculum. Everybody is required to do practice teaching so they can teach Spanish for example, but what does that have to do with the daily jobs as counselor.

You have a lot of things in past history that don't live with the current world and what we are expecting with this legislation and authorization.

Mr. **Rhett**. A lot of that you can't legislate. Some of it you can.

Mr. **Alexander**. You can put pressure on.

Mr. **Rhett**. A lot of it has to do with how you come across. You can have the same legislative language, and it can be a resource, but to counselors it can be perceived as a threat. There is no middle ground there. I agree with Jim, what hortatory language can be put in, fine.

Mr. **Clohan**. Are you suggesting that EIC's continue to have a dissemination role to the other supporting or information activities such as EOC's, or a coordinating role where they would explicitly have the authority and definitely the responsibility to coordinate information activities? That seems to me to be the critical line between what EIC's are now and what you may want to make them. I am not sure what you are recommending.

Mr. ALEXANDER. If I had to vote on split-second notice, I would vote for coordination. I think there is a lot of information out there. I think there is less of a problem with having information available than there is having it easily accessible to the public, and I think the duplication and the format of it rather than the fact that nothing exists, and we have to start from scratch collecting it is the key issue.

So I think I would opt for the coordination if they had EIC's, that authority to better put out what already exists and to see that there was enough coverage. That would serve more than starting from scratch developing it and becoming the center, itself.

Mr. OLSON. I would think you might want to split it up into a model project EIC part as well, so among all the ones that have gotten the coordination thing, if they or anyone else in the State might want to go the same way as the Department of Labor did, we want to have a model project going for 4 years, which we phase out with Federal money, and we get it operational, that might be a secondary point, so you have the two sides.

Mr. CLOHAN. Phase out the Federal money?

Mr. OLSON. That is the way it has gone with the career information system. It is either 4 or 5 years. They might be able to get onto other things, but they are no longer in the model projects. Three or four million dollars. Actually that whole model amount of money, as I understand it, has now been put under the NOIC stuff so there will be more States which will be able to bid into that system to set up something like this.

Mr. CLOHAN. Are you saying that the $3 million, Congress should set aside a certain amount for model programs that would have a coordinating role and would dissipate over an established period of time.

Mr. OLSON. It seems to me that $3 million is about enough to get everybody's nose in the business. It would seem if we want to do a model project, we should put it on top.

Mr. RHETT. I would have to disagree with that view. The reason the EIC legislation was written was because of the model project approach of EOC's. If EOC's had been done as a national effort with EOC's in every State, there would never have been the EIC paragraph or two put in the statute. It was put in because a number of States had no access at all to the funding for EOC's. If you try to make a model project approach out of EIC's, there will be something else written that every State can get one. The need is there in every State; the need is differential and has to be addressed differently with different constituencies, but it is there. Anything like EOC's, that leaves whole States out, I think is not going to give you any kind of a mid-term or short-term answer.

So in that sense, I would be very careful about what was available for all States to coordinate these efforts, and I would disagree that $3 million is adequate for that.

Mr. OLSON. I was saying if we are going to take the $3 million, we need that to keep everybody in the game, and any model money would go on top.

Mr. RHETT. I am saying that is not enough to keep everybody in the game. I am not talking about $100 million, or something. But a little up from $3 million.

Mr. PACKER. Plus in the political process in Washington in appropriations $3 million is such a small amount and would be one of the things people say we can cut that out; nobody gets hurt; only $3 million. And the way the appropriations game works is everyone is so busy scrambling to get the $310 million for NDSL that not enough people can devote time to keep the $3 million in. And every year, partly by luck and due to Congressman Patten, who is one of the main supporters of it in the subcommittee on the House side, it stays in. You know, if it was more money, people would think it was more money and something more worthwhile supporting. It is the chicken-and-egg thing. You need more money to get it.

Mr. CLOHAN. If the legislation gave EIC's more than a dissemination role—in other words, a very clear coordination role—how would the EOC's perceive this change?

Mr. RHETT. Having worked with both, I would say that you would carefully have to insert a provision in there, to go back to my earlier remark about being conservative, and preserve the EOC efforts where they exist. My experience is that these things take a long time to grow up and be effective. There is a maturation of these service efforts. From the EOC's I have seen some of them are now, I think, becoming rather effective, and I would hate to see them ripped up around 1980 or 1981. So I would treat them as an existing resource. Perhaps they are compatible with Layton's idea in that a model project could exist with the coordinating role of the EIC and simply continue the model project approach through EOC's. I would see no difficulty in my State in having both, and I wish we still did. We had EOC for one year, and it went away.

Mr. PACKER. The purpose, I think, is a little different in that the EOC, as I understand it, is more targeted on the educationally economically disadvantaged student and they are supposed to be focused in the geographic areas of low-income people, and they serve a specific function in counseling information for a certain group of people.

I think the EIC has to have a broader function to serve for everybody in the State.

Mr. MARCHESE. That is the way the statute is written.

Mr. PACKER. Yes, they are not the same. Some people say what is the difference. I think they should remain different, and I think every State should have both. Some States have more than one EOC because they are big States, and they are supposed to serve more than a local type of——

Mr. RHETT. If the EIC had a coordinating role, it could be helpful to the EOC. In a couple of EOC's where I have been inside of the operation, there is a lot of traffic running across the EOC's that somebody in an EIC position, or call it whatever you want, statewide coordinating position, could clear traffic for that EOC and say that in this region the EOC is the referral agency.

Mr. PACKER. It somewhat further complicates the matter when you look at adult students. Not only are they interested in and need to know about financial aid, but many may be eligible for welfare benefits, CETA and other things, and it is important there be some source within the EIC that can coordinate that information with what they might be getting from financial aid.

I know the college board is doing a whole study this year of the future direction for learning society and has come out with a draft work book for the older students that tries to steer them into those other sources of funding that might be available for them.

There is all kinds of money out there that people don't know about.

Mr. MARCHESE. The problem, I regret to say, is more complicated than just coordination. In Illinois we identified five sites in Danville, that might be places that would be EIC outlets for information. But one of them has a specific charge to serve low-income people, and the other only serves women, and the third, Indians; and the fourth, handicapped. Their legislative charge, in other words, precludes them from serving the person off the street, as EIC's are supposed to. The EIC language is written on the presumption that the EIC program itself will be a direct service provider. It is supposed to provide information, referral, counseling, and advocacy. These are the four words used in the statute. Bill Hilton, the EIC Director in Illinois, said the first meeting was an embarrassment to him because somebody brought a little brochure along that described a network of 19 career guidance centers which had already been set up around the State and had five functions: the four that I just named, plus outreach, all with some slant toward occupational education, but not necessarily. These centers are funded under section 134 of the Vocational Education Act. So you see the confusions which arise from duplicative enactments—and from the same Federal Act, no less.

Moreover lines of authority for these various programs often do not run through the State higher education agency. They may just as likely run through some other agency. A lot of career plus education information for example, is passed around by the Bureau of Employment Security which does not report to the State higher education board.

Then there are programs that don't seem to have any pipeline that goes through the State capitol but which report directly to Washington. So the ability of one person sitting in one State agency to coordinate 20 or 30 disparate services reporting to a variety of State agencies or to no State agency at all is a very complicated matter.

I would say we may be in a situation of needing to muddle ahead in this area, and that State EIC coordinators might get a little bit more authority and a little bit more money and some encouragement to press ahead, and that things may need some time to sort themselves out.

Mr. BOLYARD. Since Dallas did appear on the list of presenters this morning, I would like to ask if he has any comments that would be pertinent for the record, if you would agree.

STATEMENT OF DALLAS MARTIN, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF STUDENT FINANCIAL AID ADMINISTRATORS

Mr. MARTIN. I might add one thing, to change the subject for a moment, in regard to the effort that OE has undertaken in the area of training and dissemination. The Office of Education has funded for the last 5 years a national training program directed primarily toward improving information skills for high school counselors, financial aid administrators, and chief fiscal officers. That training program, I think, has had various degrees of success and has tried different models from year to year.

In an attempt to address even further training needs, the Congress enacted in 1976 section 493(c), which provided additional grants, to coordinate training with the State agencies and student aid associations. It was fairly restrictive and took some time to sort through to figure out the flexibility that was there.

Jim made the comment earlier about the training project, and some of the efforts that have been done, and some of the problems of reaching counselors, and so on. While I certainly agree with many of his perceptions, I wish all the counselors in the schools had his skill, background, knowledge, and commitment.

The film strip developed last year along with the flip chart and others were tools for counselors to use in research areas. They were designed to be disseminated directly to over 26,000 high schools across the country for use when counselors could not attend workshops. In addition, we also held in-service training sessions in 50 of the largest high school districts. The participation in and success of those was better than the kinds of workshops held separately because people could get release time because it was part of their service within the district, thereby getting around the problems Jim articulated before.

We have recommended to the Office of Education that this area be expanded since it is so successful.

We have found that many counselors don't have the resource tools, and so forth. For example, the first year we did the audio/visual presentation we used slides. However, we found that most secondary schools did not have slide projectors, but did have film strip projectors. In some cases the projectors, too, were tucked away in the closet, but all the public school systems had film projectors, therefore we switched to film strips.

We have had many requests for the film strips, so I think that, while it is simple and doesn't meet the needs of the more sophisticated counselors dealing only with student aid, for the high school counselor dealing with student aid on a limited basis its simple approach is helpful.

I agree that the information needs to be available and disseminated. However, we may have reached the point of information overkill. The concern—and what I have heard these gentlemen address today—is the quality of that education, and the timing of it to insure that it is available to people at the time they have a need to know. It begins at the secondary level, and if I were to suggest to you how to approach that need, I would suggest a provision in the elementary and secondary statute in order to begin the process at an early age of awareness, similar to what has been done with career development.

The second area is that there needs to be coordination with all of these, whether it be the States or with the association, or whomever. The flexibility should be dealt with on the local levels rather than being transcribed from Washington.

A prime example of that is the commitment from OE to publicize the provisions of the Middle Income Student Assistance Act. This last year, the Office of Education undertook a project to do that. They hired a competent California company to develop radio and TV spots—and they are still in the process of trying to get that completed. However, we have now missed the prime application time when students should be applying for student aid.

Currently OE is awarding the contract for a national training program. Hopefully it will be awarded before the current contract expires next month. The contract will require an almost impossible task—the completion of high school counselor workshops in September and October.

I would suggest that you probably should allow the States and other people that have the money to develop this and coordinate the training since the record of OE has been tragic.

Ms. VANCE. One of the recommendations that we have received in the reauthorization proposals has been to let the States decide whether or not they want it to have an education information dissemination program within the States. Maybe this is a question that should have been asked earlier on, but is this an area that the States should have the option to do in the context of a comprehensive grant or comprehensive planning strategy, or should the Federal Government direct it? Would giving the State the option to facilitate a network among those federally funded education information programs be helpful? I wonder if you have any reactions.

Mr. RHETT. I can speak to the mechanics. I think others not in State agencies could speak to the value of it.

I think there is a broader question of the role of State agencies that faces some rewriting in the reauthorization in terms of coordinating all the various titles and sections that go through State agencies, and some of us are working on that.

I tend to think that the States have to be, some of them, pushed into taking full responsibility for some of these educational functions, and I personally don't like a discretionary approach, where it is clear that Congress thinks that the role should be performed. But, again, in terms of how the services get to the consumer, some of the others here might have other value judgments they can make, but I think we can't assume the same fragmented approach that is sitting there now through the 1976 amendments in terms of the State filing the State plans for the SSFAT, and another one for title I, and another one for 1202, and another for EIC's, and so on.

I work in an office where not only do all of those things come through our agency, they come cross my desk, and it is not good, I can tell you. I would preface whatever the answers are by saying the States have to get their act together in terms of what functions are put in the reauthorization, hopefully in a more coherent fashion.

Mr. WOLANIN. Thank you all very much. The subcommittee will now adjourn, to meet again at 9:30 tomorrow morning on graduate education.

[Whereupon, at 12:30 p.m., the subcommittee adjourned, to reconvene at 9:30 a.m. Wednesday, June 13, 1979.]

REAUTHORIZATION OF THE HIGHER EDUCATION ACT AND RELATED MEASURES

Part 7—Graduate Education

WEDNESDAY, JUNE 13, 1979

House of Representatives,
Subcommittee on Postsecondary Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:45 a.m., pursuant to notice, in room 2261, Rayburn House Office Building, Hon. William D. Ford (chairman of the subcommittee) presiding.

Members present: Representatives Ford and Buchanan.

Staff present: Thomas R. Wolanin, staff director; Patricia F. Rissler, deputy staff director; William Clohan, minority counsel; and Jennifer Vance, legislative associate.

Mr. Ford. The Subcommittee on Postsecondary Education will come to order for the purpose of continuing hearings on the reauthorization of the Higher Education Act and related measures.

Our hearing this morning will focus on titles IX and XI of the Higher Education Act, graduate programs and law school clinical experience programs.

Title IX authorizes grants to institutions of higher education for strengthening graduate and professional programs. It also authorizes fellowship awards for graduate study and fellowships for advanced study of domestic mining and fuel conservation.

Under this title support is also given to the Council on Legal Education Opportunity (CLEO) which provides support services to disadvantaged and minority individuals studying law.

In fiscal year 1979, $8 million was appropriated for the graduate and professional opportunities program, $4 million for public service fellowships, $4.5 million for domestic mining and mineral fuel conservation fellowships, and $1 million for CLEO.

Title XI authorizes the Commissioner to support the establishment or expansion of programs which provide practical legal experience for law students. The Federal support cannot exceed 90 percent of each program's costs. In fiscal year 1979, $2 million was appropriated for title XI.

Our witnesses this morning will include representatives of several types of graduate institutions. They will comment on titles IX and XI as well as the related issues of the support provided for graduate students through programs authorized by title IV, guaranteed student loans, national direct student loans, and college work-study.

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The first panel will be John Kramer, dean of Georgetown Law School, representing the Association of American Law Schools, accompanied by Wade Henderson, executive director, Council on Legal Education Opportunity, Washington, D.C.; James Olson, president, University of Missouri, representing the Association of American Universities; Joseph Kane, vice president, Association of Jesuit Colleges and Universities; and James Ballowe, associate vice president and graduate school dean, Bradley University, Peoria, Illinois Council of Graduate Schools.

STATEMENT OF JOHN KRAMER, DEAN, GEORGETOWN LAW SCHOOL, ASSOCIATION OF AMERICAN LAW SCHOOLS, ACCOMPANIED BY WADE HENDERSON, EXECUTIVE DIRECTOR, COUNCIL ON LEGAL EDUCATION OPPORTUNITY, WASHINGTON, D.C.; JAMES OLSON, PRESIDENT, UNIVERSITY OF MISSOURI, ASSOCIATION OF AMERICAN UNIVERSITIES; JOSEPH KANE, VICE PRESIDENT, ASSOCIATION OF JESUIT COLLEGES AND UNIVERSITIES; AND JAMES BALLOWE, ASSOCIATE VICE PRESIDENT AND GRADUATE SCHOOL DEAN, BRADLEY UNIVERSITY, PEORIA, ILL., COUNCIL OF GRADUATE SCHOOLS

Mr. Ford. Your full statements will be placed in the record. Mr. Kramer.

[The prepared statement of Mr. Kramer follows:]

PREPARED STATEMENT BY JOHN R. KRAMER, DEAN, GEORGETOWN LAW SCHOOL, ON BEHALF OF THE ASSOCIATION OF AMERICAN LAW SCHOOLS AND LAW SCHOOL ADMISSIONS COUNCIL

Members of the Subcommittee:

Two weeks ago we appeared before you on behalf of the Association of American Law Schools and Law School Admissions Council, but expressing a point of view that encompassed the needs of all the graduate schools and graduate students in the United States, to seek your support for significant improvements in the terms and conditions of the student loan program to assure access to graduate school and to meaningful work thereafter, without being overloaded with unmanageable debt.

Today we are here solely representing our nation's law schools and law students and their specific interest in two programs contained in the Higher Education Act of 1965 that are targeted to law schools - the so-called "CLEO" program in sections 961-966, named after the Council on Legal Education Opportunity which administers it, and clinical legal education, to which the entire Title XI is devoted.

We are here to seek their continuation with minor modifications and some modest expansion. You will hear, as part of our presentation, from Wade J. Henderson, Executive Director of CLEO, who will describe the merits of that program and our recommendations for change, all of which appeared in our February legislative submissions to this subcommittee. You should understand that, in order to conserve your time and not to try your patience, we have asked the American Bar Association (ABA), which fully endorses each and every one of these proposals, to submit a statement in behalf of them rather than testify. S. Shepard Tate, the Association's President, has already appeared before a regional hearing conducted by HEW in Chicago on February 1 to urge that both Title IX, Part D , and Title XI be reauthorized.

TITLE IX

Let us briefly endorse CLEO and explain its meaningfulness to the law school world before Mr. Henderson addresses the subject more thoroughly. CLEO was founded in October 1978, by the ABA, the Law School Admissions Council, the National Bar Association, and our Association. The La Raza National Lawyers' Association became a sponsor in 1972. CLEO has become the major force in legal education assuring that minority college students are able to expand their vocational horizons and enter law school. In the past ten years, CLEO has brought over 1,200 minority and disadvantaged students through our doors, aiding them through fellowships of $1,000 a year under section 961 and preparing them to handle the demanding burden of law school studies through training in summer institutes run by law schools throughout the country pursuant to section 966.

CLEO has worked and worked well. Our schools and, indeed, our profession would be worse off without it. If, as the *Bakke* case recognized, our schools have the right to seek as diverse a student body as possible, they will fail unless minority undergraduates can afford to contemplate going on to graduate school. CLEO helps make the impossible possible. Clearly, $1,000 a year does not make ends meet. But it helps the law schools put together packages of financial aid that can furnish the necessary assistance, while the institutes give the students the vital confidence that they can make it that enables them to overcome the proverbial terrors of the Socratic classroom.

CLEO should stay, but there should be more of it. One thousand dollars buys less and less. Two thousand five hundred dollars is a far more reasonable figure, given the level of BEOGs and the even higher grants in GPOPs. We should emphasize that support for the students is what is critical about this program. Section 963 provides for support payments to the institutions CLEO fellows attend, but our schools have no desire to be subsidized at the expense of these students. We have no desire to be subsidized at the expense of these students. We want no institutional support unless the full $2,500 is available per student.

Further, we think that, while summer institutes between college and law school are crucial, we should have the authority to experiment with trying to encourage interest in law school at earlier stages in a student's career, for example, after his or her freshman or sophomore year. Amending section 966(b)(4) to allow us to establish training courses at some point before May of senior year (to which we are now limited) is the solution.

TITLE XI

In the fall of 1968, the Congress authorized the Commissioner of Education to undertake a grant and contract program to provide accredited law schools with up to 90 percent of the cost of clinical legal education courses. Clinical courses were defined as those involving the representation of actual clients by law students and their supervising teacher-lawyers, with emphasis upon offering experience in litigation. Seven and a half million dollars a year was to be equitably distributed throughout the United States, with a maximum of $75,000 per school.

From the fall of 1968 until the fall of 1978, the Commissioner of Education did not enter into one such contract or make one such grant. Title XI of the Higher Education Act of 1965, as amended, remained dormant and unfunded, the only part of that Act to remain so long fallow on the statute books. Title XI was even reauthorized in 1972 to continue through fiscal year 1976 and in 1976 to continue through fiscal year 1979. But it languished without an appropriated cent until fiscal year 1978, when it was approved as a demonstration project for one year at the level of $1 million.

Even with that small a sum, 105 ABA-approved law schools from 38 states and the District of Columbia applied for grants in May of 1978, and 30 received them in sums ranging from $56,000 for a group legal services program for employees at the University of Southern California to $22,000 for a program at the University of North Dakota aiding the elderly. A release by the Association describing the grant process and listing the grantees and amounts (with the exception of added starter Drake University Law School) is attached as Appendix A.

This spring, with the program no longer a demonstration, but a continuing reality, 110 schools, including the original 30 seeking renewals, applied for the $2 million available for fiscal year 1979. It is our understanding that the Appropriations Committee of the House has reported a fiscal year 1980 bill containing $4 million. After 11 years - and with your continued assistance - it looks as if Title XI is here to stay.

We know that you are wondering what those increments of $1, $2, and $4 million are going to fund and whether it is worth it now and for the future. The answer is a resounding "yes".

Since it first began to flower in 1968, after some stirrings starting in 1959 with funding from the Ford Foundation and assistance from the National Legal Aid and Defender Association (through the Council on Legal Clinics) and, slightly later in 1965, our Association (through CLEPR or the Council on Legal Education for Professional Responsibility), clinical legal education has more than proved its public worth. It has demonstrated its value as a critical and essential part of quality legal education by enhancing substantive academic learning through lending vivid human reality to black letter law and employing traditional analytical tools in a context of professional problem-solving. It has demonstrated its practical value as a training mechanism by enabling students to acquire the basic lawyering skills that will assure their competence in serving the public, particularly in court. It has demonstrated its value as a service and contribution to society by furnishing legal assistance to hundreds of thousands of individuals unable to afford lawyers. And it has demonstrated its value as a superior method for teaching concepts of professional responsibility to young lawyers by exposing law students to the kinds of ethical dilemmas that lawyers confront daily and by forcing them to make responsible choices instead of merely abstractly analyzing the issues.

a) Educational Significance of Clinical Training

Some who are skeptical about clinical legal education argue that the Federal government should not allocate money for this purpose because we do not need more lawyers. This misstates the issue. The question is the quality of the education of those we graduate and not the quantity of graduates. Title XI seeks to guarantee that the education lawyers-in-being do receive is a meaningful one that will prepare them, whether they eventually service corporations or the middle class or defend the poor, to perform in such a way that the members of the profession once again become respected not merely as ardent advocates, but, more importantly, as the servants and protectors of the life, liberty, and property of every citizen. Title XI makes better lawyers, not more.

One way to demonstrate the importance of clinical experience in legal education is to use a familiar example. Medical schools would not consider a student completely educated until he or she had experienced some instruction in a clinical setting. This is not a sufficient answer, however, since the health and legal professions do differ significantly in their approaches to education. To understand the place of clinical experience in legal education, it is necessary to describe briefly the history of legal education.

Throughout most of our history, lawyers were trained in law offices as apprentices to other lawyers rather than in educational institutions. This type of training was inefficient and often resulted in exploitation of the apprentice. During the nineteenth century, independent law schools began to take the place of apprenticeships as a more direct route to the profession. These schools were absorbed into universities during the middle of the nineteenth century, taking on a more academic function and ceasing to be strictly the vocational schools they once had been.

Legal education has been dominated, since 1890, by the case study method and the so-called Socratic dialogue first used by Christopher Columbus Langdell at the Harvard Law School. This methodology, utilizing large classes and high student/faculty ratios, has made legal education the least expensive form of professional school instruction, while allowing the law schools to preserve some blend of both academic and practical training.

In recent years, the schools have come to realize that practical or clinical training is an intellectually valid and effective methodology. One reason for its success is its capacity for challenging the student. Rules come alive when applied to human situations. A legal issue that could seem abstract and theoretical in the classroom for many students becomes emotionally engaging when a student must handle it effectively to keep a client out of jail or from being evicted.

The real secret of the effectiveness of clinical education - and also, unfortunately, of its expensiveness - resides in the extreme closeness of supervision, the low ratio of faculty or clinical instructor to students that enables the student to receive feedback about every step he or she takes, every strategy he or she selects, every interview or every examination he or she conducts, every paper he or she files. The heart of clinical education really is Mark Hopkins on one end of the log (or, preferably, the courtroom) and the student on the other. It is this close supervision that prompts the student constantly to reflect on his or her lawyering experiences, to question the meaning and assumptions of his or her professional behavior, to become critically self-aware, and, ultimately, to carry this analytical process on into life outside of law school so that the graduate can continue to learn on his or her own.

An inevitable byproduct of paying this kind of close attention to the lawyering process is a better understanding of the way lawyers behave and practice and, thus, an informed basis for improving the delivery of legal services to all segments of our population as well as for exploring the major structural inadequacies in our legal system that inhibit the realization of our goal of equal and impartial justice.

b) Practical Value of Clinical Training

Another reason for the need for clinical legal education is its capacity for developing practical skills. Most graduating law students who have not had the opportunity to benefit from clinical legal education emerge from law school basically unequipped to put a witness on the stand or otherwise operate effectively in a courtroom. The courts have objected and objected vociferously.

Clinical legal education is one of the methods by which law schools address these concerns. Of course, courtroom appearances constitute a small fraction of the activity of lawyers in the United States. The great bulk of law practice consists of fact-gathering, interviewing, counseling, negotiation, mediating, or drafting. Clinical legal education courses offer the chance to acquire these skills in a realistic setting and to observe the performance of these legal tasks by highly competent role models in the form of teacher-supervisors.

One feature of the current economic condition of the country and the legal profession is that more and more of our graduates are choosing to venture forth into solo practice directly from law school. The realities of providing legal services to clients and managing a complicated office practice without the supervision of an experienced partner or associate make it more important than ever that these young graduates have had the opportunity for clinical education while in law school.

c. Service and Clinical Legal Education

A further major social benefit flowing from clinical legal education results from improvements in the delivery of legal services to the public. There are at least three ways in which this takes place.

First, law school clinical programs provide services directly to the public. The 1977-78 Survey and Directory of Clinical Legal Education published by the Council on Legal Education for Professional Responsibility (CLEPR), a private foundation that has played a major role in encouraging the growth of clinical legal education, reveals that at least 131 law schools (and probably 147, but survey returns were only 80 percent) had 470 clinical programs in operation in 58 different fields of law.

Although the Survey does not provide information about the number of persons receiving representation by law students, a sampling of seven law schools from the 1975-76 Survey suggests that the actual number may be in excess of 500,000 persons per year. Students at the University of Chicago Law School represented clients in 2,500 civil cases and 400 criminal cases during 1975-76. Northwestern University students represented 988 new clients, with approximately one-quarter facing criminal charges. Cleveland State University represented approximately 250 clients with civil problems and 250 with criminal. Temple Law School accepted 2,500 new clients with civil complaints, while Tennessee's program represented 3,000 clients in civil cases and 100 in criminal. New York University, with six separate clinical programs within its curriculum, represented totals of 1,150 clients with criminal problems and 734 with civil. Washburn University's clinic reported 413 criminal cases and 901 civil.

The seven law schools, in addition to serving a vital educational function, concurrently provided legal representation to 10,635 clients with civil problems and 3,463 with criminal difficulties. This is an average caseload of approximately 1,100 clients per clinical program. On a national basis, these figures suggest that actual volume of service may exceed 500,000 clients per year.

The full dimension of this service provided indigents is best understood in light of the Legal Services Corporation's estimate that there are close to six million legal problems experienced by the poor each year which receive no attention because of the lack of access to legal assistance. Clinical legal education financed primarily by the schools themselves, certainly assists the Corporation in increasing access to legal aid, thereby fulfilling a national mandate in the public interest.

It should be pointed out that clinical legal education is by no means limited to serving poor people. Of the 105 schools that sought Title XI grants in 1978, several were interested in furnishing group legal services to unions and other employee groups, three sought to create taxpayer clinics, six were involved in mental health matters, three wanted to help criminal prosecution, three were in various aspects of administrative law, such as licensing and zoning, one dealt with veterans, four with the elderly regardless of income, one was concerned with the deaf, one focussed on mass media, one was to handle immigration issues, one concerned environmental litigation, and one wanted to participate in mediating labor disputes.

The second way in which law school clinics contribute to the improvement of the legal service delivery system is through experimentation with alternative forms of delivery systems. For example, some law school clinics have cooperated with the prepaid legal services plans of local labor unions and bar associations. Through these experiments much is being learned about how services can be brought to the public at lower cost than has been customary with the traditional private practitioner model of practice.

Finally, and perhaps of greatest importance, the major thrust and hope of clinical education is to instill a continuing commitment in law school graduates to provide services to the public. The student who has been personally and intimately involved in furnishing legal services to the poor or other groups that do not have easy access to representation will realize the personal impact of those services on the public. This student, after graduation from law school, will not readily forget the importance of his or her newly acquired skills. It is education for this type of public responsibility that the law schools hope to be able to provide more effectively under the auspices of Title XI. And experience tells us this works.

d) Ethical and Moral Responsibility of the Profession

You are well versed in the crucial role that the legal profession plays in this society. Of the approximately 450,000 lawyers in the United States today, more than 50,000 are serving various branches of local, State, and Federal governments. It is not surprising that lawyers should be involved in most of the governing structures of our society, since the very essence of legal education is training in making decisions for public policy. Lawyers serve as legislators and staff to legislatures, as policymakers and litigators within executive branches of government, as judges and staff to the judicial system.

In addition to their formal roles in government, lawyers are influential molders of public policy in various ways. They are widely sought as members of the governing boards of private foundations and educational institutions, as well as private corporations. In these roles, they can exert a positive force for the public good.

Because of their leadership role, lawyers, more than members of other professions, must have a strict sense of ethics and public responsibility. The failure to exhibit that commitment, best illustrated in the Watergate episode, has brought about renewed efforts within the profession to assure adherence to its historically high standards of professional integrity. Conferences, commissions, books, and articles have all addressed the need for increased attention in the law schools to professional responsibility. The American Bar Association now requires, in its Standards for Approval of Law Schools, every school to provide training in professional responsibility in its curriculum.

Part of the increasing attention of the profession to its responsibility to the public is an awareness that legal services have been limited to only those who could afford to pay relatively high fees for those services. We believe that clinical training in the schools, with emphasis on high standards of professional behavior and service to the public, is not only education in the skills required of a practitioner, but also education in the public responsiblity of a member of the profession. We expect clinical training to instill in the young graduate of our law schools a sense of duty and commitment to the public to the public that will last throughout his or her career as a member of the profession.

The experience in a clinical program requires law students to examine and clarify their professional values before they enter the legal profession. Clinics enable students to confront moral dilemmas in the harsh realities of live legal problems and clients. Confronting these realities under the supervision of clinical instructors provides students with a basis for clarifying their own ethical standards. The crucial difference in clinical legal education is the requirement that the student, even in a simulated exercise, make decisions and accept responsibility for them. The authority and even mandate to decide inevitably produces moral growth. Legal ethics are best inculcated when learned through clinical experiences in which students have to resolve moral dilemmas on their own. As one of the wisest law professors has said: "Tell me, and I will forget. Show me, and I will remember. Involve me, and I will understand."

e) The Need for Extension of Title XI

If most of the nation's accredited law schools now have some form of clinical education, even though in at least 25 percent of the cases the format is based upon so-called "outhouse" or farm-out arrangements pursuant to which students are sent to work outside of the school to work in other agencies without school-controlled or faculty supervision, and if the schools are themselves, as our data indicate, spending close to $18 million a year on this education and financing over 87 percent of it themselves, primarily through tuition, why is Title XI still necessary?

The answer is that clinical education is exceedingly epxensive, often costing at least three to five times as much to deliver one credit hour as a traditional large classroom course. Indeed, a study at Georgetown University Law Center found one advocacy clinic with sixteen students and three supervising teachers costing as much as $4,966 for ten credits or $1,000 more than full tuition for thirty credits and five times as much to deliver per credit obtained as a core course.

Law schools traditionally have functioned as one of the least expensive forms of graduate and professional education. The average student/faculty ratio in law schools is 23:1, the highest in graduate or professional education. By contrast, medical schools commonly rely on a ratio of 3:1 and business schools a ratio or 10:1. For clinical education to be effective it should operate on a teacher/student ratio of less than 10:1. This inevitably generates higher instructional costs than legal education has been structured to handle. In addition, expenses of operating "teaching law offices" include expenditures for administrative and secretarial staffs, additional library facilities, telephone, office supplies and duplicating facilities.

As the result of budgetary constraints, only one-third of all law students now have access to clinical education. In this era of inflationary pressures and dwindling educational resources, law schools are finding it difficult to finance more expensive forms of instruction. In most cases, the university budget is already subject to inflexible demands, such as rising energy costs, and the law schools' need for increased instructional funds is postponed or ignored.

Most clinical programs have been supported by grants from the Council on Legal Education for Professional Responsibility (CLEPR), which began work in 1968, and by tuition revenues generated by increased law school enrollments. CLEPR is now winding up its affairs. Meanwhile, law school enrollments have either stabilized or decreased. Thus the three principal sources of funds for clinical education (university, foundation and tuition) are being restricted simultaneously. If the law schools are to achieve their commitment to providing high quality education and instilling a sense of public responsibility in their graduates through clinical education, assistance must be forthcoming from the Federal government. Without Federal aid, clinical programs will be increasingly understaffed and their crucial educational goals will be threatened.

We are not asking the Federal Government to shoulder the entire burden or even a majority of it. It is our hope that Title XI would expand on a gentle slope over the next five years to provide as much as $10 million to support clinical legal education, with a maximum grant of $75,000 per school enabling almost every accredited school to have one stable, federally-financed clinic in operation.

f) Proposed Legislative Changes

Our suggestions for modifications in the language of Title XI are few. Our main concern is that the 1968 definition of clinical legal education, while totally appropriate then, no longer meets the accepted usage of the term. In 1968, the program provided for preference to courses providing experience "in the preparation of trial of cases." The current funding critarial basically translate that preference into an exclusive test by reserving 20 of 100 possible points for proposed projects that "provide actual experience in legal skills such as the preparation and trial of actual cases...."

For the past two years a committee appointed by the American Bar Association and our Association has been drafting a set of "Guidelines for Clinical Legal Education" that redefines the field and would be used by all accredited law schools. We simply propose to insert the language of the guidelines covering "clinical legal studies" into section 1101(a). This would expand the 1968 revision of the scope of clinical legal education to encompass, among

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other things, the exercise of legal skills as counsellor, negotiator, and investigator; involvement in legislative as well as litigative settings; in office or house counsel work; research and analysis; and, most important of all, involvement in simulated exercises as well as live client situations, with the exercises requiring the learner, as an active participant, to assume the role and act as a lawyer confronted with a problem which resembles as closely as possible a real world situation.

Finally, we would like to be given the statutory authority to involve practising lawyers in the process of training law students to perform as lawyers and to operate Title XI programs through combinations or consortia of schools, such as the one in existence in the District of Columbia, rather than only on an individual school basis.

Thank you for permitting us to appear today and to express our support for reauthorization and revision of Titles IX and XI.

Appendix A

ASSOCIATION OF AMERICAN LAW SCHOOLS
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Associate Director
Wayne McCormack

Assistant Director
Marianne R. Fiorentino

September 27, 1978

MEMORANDUM 78-42

To: Deans of Member Schools and
Members of the House of Representatives

From: Millard H. Ruud mhr

Subject: Title XI Grants

The Department of Health, Education and Welfare has announced grants totalling $1 million to 29 approved schools to support clinical education programs during the current federal fiscal year. These grants are funded under the $1 million appropriation that Congress finally appropriated under Title XI.

These funds were awarded and will be administered under the direction of Dr. Donald N. Bigelow, Office of Education, HEW. The Office of Education convened a panel of legal educators to consider the applications for funds and to make recommendations to the Office of Education as to which applications should be funded. The panelists included Dean Joseph R. Julin of the University of Florida; Dean Peter J. Liacouras of Temple University; Professor Lester Brickman of Cardozo School of Law, Yeshiva University; Assistant Professor Patricia Russo of Florida State University; Associate Dean John R. Kramer of Georgetown University Law Center; Dean Otis King of Thurgood Marshall School of Law Texas Southern University; Associate Professor Gary S. Laser of Chicago-Kent College of Law; Assistant Dean Peter deL. Swords of Columbia University; Associate Professor Owen L. Heggs of Case Western Reserve University; and Linda Hanten of the Mexican American Legal Defense & Educational Fund. The group was divided into sub-panels. Applications from a panelist's law school was considered by another sub-panel.

The September Newsletter carries the names of the schools but not the amounts of the grants. Believing that you might be interested in the details, I list below the names of the twenty-nine schools receiving Title XI grants and the amounts thereof. These grants ranged from $22,000 to $56,000, the average being $34,000.

(please turn over)

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September 27, 1978
page 2

American University	$36,900
University of Arkansas, Little Rock	30,000
Boston College	29,854
Capital University	25,130
University of Chicago	35,000
Columbia University	41,949
University of Florida	50,000
University of Hawaii	30,000
Howard University	28,000
University of Idaho	41,000
Illinois Institute of Technology	30,000
Lewis and Clark College	25,000
Loyola University, New Orleans	24,300
Mercer University	25,000
University of Mississippi	39,198
University of Missouri, Columbia	27,270
William Mitchell College of Law	37,350
University of Montana	29,267
North Carolina Central University	40,190
University of North Dakota	22,000
University of Pittsburgh	23,000
Rutgers University, Newark	46,080
University of San Diego	30,000
University of Southern California	56,000
Southern Methodist University	38,200
Texas Southern University	27,000
Vermont Law School	39,000
University of Washington, Seattle	46,000
Yeshiva University	47,312

cc: Deans of Nonmember Schools
Executive Committee

STATEMENT OF JOHN KRAMER, DEAN, GEORGETOWN LAW SCHOOL, ASSOCIATION OF AMERICAN LAW SCHOOLS

Mr. KRAMER. Happy to be here, Mr. Chairman. As you said, I am here representing the Association of American Law Schools and accompanying me is Wade Henderson, executive director of the CLEO program. I will say very little about that program. I think you will find in Mr. Henderson's testimony some very interesting statistics.

We strongly support an expansion of the CLEO program. They now serve 200 students and would like to double that.

It is very necessary to enable the program to go after college students at an earlier stage than the summer before they enter law school; they would like to go after students after the end of their freshman or sophomore year to interest the best members of the college group in going to law school. It is very hard to deal with them after they have graduated.

I am going to speak primarily about title XI, which is the clinical legal education program. We have had the objection more in the Senate than in the House, an objection that stood for 10 years. Why do we need more lawyers? What is the Congress doing providing funding for law schools? The graduates earn $25,000 a year, why do we need to have the Congress of the United States provide money for that?

That objection held true from the time this program went on the books. It was the longest unfunded educational program other than international education, which if I remember the Congress passed in 1966 and never funded. I know you remember that. John Brademas remembers it.

Mr. **Ford**. I remember that as the long, painful lesson I learned about this place. It had many cosponsors in my young and very optimistic days and we passed that legislation with very little resistance.

We have never been able to get a nickel for it in the program. My own school was all primed, ready to go, so was John's.

Mr. **Kramer**. The law school world was in that fix for approximately 11 years and finally, in fiscal year 1978, we got $1 million to put those programs on. They are already in operation, 30 of them. You can see the list at the very end of my testimony attached as the appendix and the rather reasonable sums involved.

This current fiscal year there are over 110 law schools applying for $2 million, and the House Appropriations Committee has awarded us $4 million for the 1980 fiscal year.

Why do we need this money and what is the money used for? Quite simply, it is used for expanding, not creating, because most law schools already have some rudimentary program, clinical legal education. Most of you are beyond the age when such education entered the law school world, which was 1968 when it was funded in part by the Ford Foundation, not by Federal funds, and then increasingly from tuition based moneys from the law schools.

The Government's entry into this has been a major significant help for a lot of small schools. There are about 160-odd approved law schools in the country and about 110 applied this year, so you can see the interest in the law school world in getting what may seem to be a very small sum of money, but is nonetheless a very significant sum of money.

Each project approximates about $35,000. What does that buy? That normally buys one to two clinical instructors, who are the lowest paid on the law school staffs. They average from $15,000 to $25,000. They take anywhere from 10 to 15 students and work with them in the courts, occasionally in the legislatures, in offices that they set up, providing legal services almost exclusively for people who cannot afford them.

Some of the group legal services programs have a small fee attached, but most of this is poverty legal aid.

Although we haven't done any studies, we believe that on a dollar-for-dollar basis, clinical legal education is more cost effective than the Legal Services Corporation because you are using the donkey work of law school students to provide legal services at a very inexpensive rate.

That is what this is all about. The law schools need the Federal money to provide one constant clinical program in all of the law schools in the country. The problem with law schools today is, of course, that the cost pressure means that the programs which are the most politically weak in the institution are the ones that suffer in the budget process.

For the past 11 years this has been the most controversial aspect of legal education curriculum. It is the part disliked most by the traditional academics. In the past 2 or 3 years there have been a spate of articles by leading members of the profession nervous about the fact that clinical education is about to take over the law schools. That is not correct.

In a sense, the Federal money provides the anchor, the avoidance of the undermining of closed education in the law schools. Each of these law schools would like to have one clinical program federally supported so they can provide this kind of experience for their students.

One of the ironic problems is that Justice Burger and many other judges have long talked about the lack of meaningful training on advocacy skills in the law schools. When Justice Burger is for something, everyone becomes suspicious. With most of the law schools, if Justice Burger is for something, they are opposed. Here we are trying to support Justice Burger's recommendation of providing advocacy training for law students.

Although title XI has for the past 11 years read as if it were specifically directed to training students in trial skills, one of our suggestions contained in your background materials is that the concept be broadened to go beyond those skills to all the skills that lawyers use.

Ten percent of a lawyer's time is spent in the courtroom. A lot more is spent negotiating and counselling and dealing with legislatures and administrative agencies. We would like to see programs that would involve experiences in other than the courtroom.

We are asking for an extension of title XI, a slight increase in the authorization. We are ultimately aiming for a program in each law school in the country, costing at the minimum $40,000. Obviously, that would inflate upward—but not by much—over the period of time in which the program would be in effect. And, finally, a broadening in the scope of the program of the sort we suggested in our legislative submissions in February.

Now I would like to call on Mr. Henderson who is representing the CLEO program to speak to that.

Mr. FORD. Mr. Henderson.

[The prepared statement of Mr. Henderson follows:]

STATEMENT OF WADE J. HENDERSON, EXECUTIVE DIRECTOR
COUNCIL ON LEGAL EDUCATION OPPORTUNITY

Good morning, I am Wade J. Henderson, the Executive Director of the Council on Legal Education Opportunity (CLEO). I appear before you today to discuss the CLEO reauthorization, and to address factors which make this Program so important to the public, as well as, the CLEO fellows who benefit from it.

CLEO BACKGROUND

CLEO was formed in 1968 as a joint project of the Association of American Law Schools, the American Bar Association, the National Bar Association and the Law School Admission Council; in 1972 La Raza National Lawyers Association became a sponsoring organization as well. CLEO's programs have been designed specifically to serve those educationally and economically disadvantaged persons who, but for a program such as CLEO, would have little chance to attend an accredited law school because of economic and admission credential limitations. The concerns of 1968 were concrete: less than 1% of the lawyers in this country were Black and in some states there were more than 30,000 Black residents for each Black lawyer. Many people realized then that riots and other troubles in our society would not be solved until all segments of the populace had ready access to the means of peaceful dispute resolution through the legal system, and representation in substantial numbers within the legal profession. The concerns of 1978 may be less easily identifiable but CLEO has learned much in the past ten years, as has legal education generally, that should not be wasted by allowing the Program to collapse as it is performing some of its most effective work.

The present CLEO Program has two central components of direct service to students in addition to its services to the law schools. The two primary student components are summer institutes for prospective law students and annual fellowships of $1,000 each to the successful graduates of the summer institutes who attend law schools. The law schools individually absorb more than half the costs of the summer institutes and provide tuition scholarships, as well as financial aid to CLEO students. It is extremely important to realize that the $1,000,000 of annual federal support for this Program generates as much as three million dollars of cash and services annually from the law schools, at a time when legal education is in a difficult fiscal situation. Over 140 ABA-approved law schools currently enroll CLEO fellows.

The CLEO Regional Summer Institutes were originally designed to operate largely as a screening process for minority students who would not otherwise be admitted to law school, focusing on the identification of minority and other disadvantaged students who had the potential for successful entry into the legal profession despite their lack of traditional admissions criteria. This focus has changed slightly and is changing further as we learn more about the educational process generally, and legal education, in particular. A bit of history is the most efficient means of explaining how this change has occurred.

Prior to the post-World War II education boom, the traditional approach to law school admissions was to enroll nearly all students who could pay the tuition (except at those schools that were admittedly discriminatory) and weed out the non-lawyers on the basis of law school performance, particularly at the end of the first year of law study. In that era, admission to the profession was determined almost solely by performance in law school, subject to limited further evaluation by bar examinations.

The vastly increased number of law school applicants in the post-war era gave rise to the Law School Admission Test (LSAT), which was first administered in 1948, was in widespread use in the mid-50's and in almost universal use by 1960. In the 1960's it became a dominant factor in the admissions process for most law schools.

As the schools sought to increase their minority enrollments, it became apparent that the LSAT was standing as an obstacle to this endeavor and the legal education community sought an alternative admissions device. The summer institutes of CLEO were conceived to perform this service.

It seemed feasible for CLEO to revitalize the concept of performance as a means of determining legal aptitutde, at least with regard to minority and economically disadvantaged applicants. The summer institutes offered mini-courses in substantive law along with legal research and writing. Initially, they were largely experimental and varied in program format. Some were primarily remedial, some attempted only to identify students who showed promise of succeeding in law school and others aimed at orienting students to the study of law. While the institutes still reflect a combination of these elements, their format and primary aim has solidified. In general, greater emphasis is placed on orientation of the students to law school methodology and on evaluation of the law aptitude and potential of the student, while remedial aspects are minimized. The National Office of CLEO, by its evaluation of the successes and failures of different approaches, gives critical educational advice to the directors and faculty of the regional institutes, assuring that the institutes provide the best possible experience for the students.

The second component of the current CLEO Program is the provision of fellowships to the students who go on from the summer institutes to law school. These fellowships are provided under Title IX of the Higher EDucation Act of 1965 and are currently set at $1,000 per year. These fellowships are to be used exclusively for living expenses. Each law school admitting a CLEO student makes a commitment to provide tuition, sometimes in the form of a tuition rebate, sometimes through the use of otherwise available scholarship funds, and more frequently through the use of loan funds. Since tuition now is running at high levels (a number of private law schools will be charging over $5,000 tuition next year), this represents a substantial additional investment by the law schools.

The typical CLEO participant comes from a background of cyclical poverty and is a first generation college graduate. These students are able to borrow at best only limited additional funds for their law school education. Therefore, the law schools, realizing that the $1,000 stipend is not adequate to pay all living expenses, often make additional scholarship aid available to CLEO students.

In addition to the summer institutes and fellowships administered by CLEO, the National Office prepares course materials, has operated an Application-Sharing Project by which promising but unsuccessful candidates are referred to other law schools, serves as a catalyst for innovative projects in admissions, cooperates and shares information with special admission programs operated by individual law schools and generally serves as a repository of data and information about legal education and the disadvantaged.

The CLEO Program has also published, in conjunction with Oceana Publications, Inc., two major hard-bound works of particular interest to legal educators and scholars. The first publication, DeFunis v. Odegaard and the University of Washington, is a three-volume set containing the complete records and briefs of the case; the second, Bakke v. Regents of the University of California, is a six-volume set similar to the DeFunis work. In addition, CLEO will soon publish, in cooperation with the Howard University Law Journal, a special edition law review containing selected papers from a two-day symposium which commemorated CLEO's Tenth Anniversary.

THE CONCEPT OF DISADVANTAGED

CLEO has come to accept the principle that the concept of economic and educational disadvantage in the face of a baccalaureate degree is not married to the concept of race. "Traditional" admissions criteria have had the effect of excluding many disadvantaged persons from law school regardless of race. Frequently, the CLEO participant is one who, by reason of cyclical poverty and attendant educational deficiency, may have experienced initial difficulty in adjusting academically to the college environment. His or her cumulative grade point average, however, may reflect an upward trend characterized by marked improvement during the third and fourth years. A large number of CLEO students have also, because of their disadvantaged background, attended undergraduate colleges that are less demanding academically than the more prestigious institutions that furnish candidates for law school. When these factors are produced by membership in an isolated group, whether minority or White, in ethnic terms, the student fits the concept of disadvantaged.

In response to its own thought processes and the needs of society, CLEO broadened its concerns several years ago to encompass disadvantaged White students. One readily identifiable target population of disadvantaged White students from which CLEO draws can be found in Appalachia. Yet, it comes as no surprise that the ratio of minority students in the CLEO Program remains overwhelmingly high.

Of course, CLEO is mindful of the uncertainty that the U.S. Supreme Court's opinion in Bakke v. Regents of the University of California has engendered among the administrators of law schools, as well as federal and state legislators. CLEO's program operation and admission process has been fully reviewed by the Office of General Counsel, DHEW in light of the Court's opinions in Bakke. It was determined that, in its most narrow view, Bakke appears to have no direct impact on the academic or administrative operation of CLEO. Because CLEO utilizes economic factors, initially, in determining program eligibility, and then race or ethnicity as only one variable within a unitary admissions process of final participant selection, the Program appears to be squarely within the Court's permissible structural parameters.

The argument is often heard that no person with a baccalaureate degree can be considered disadvantaged, since he or she has an advantage over a large portion of the population. What should be remembered, however, is that this same person can be disadvantaged with respect to other college graduates attempting to enter the legal profession. The patterns that have in the past kept these groups seriously underrepresented in the socially and economically powerful institutions of society and prevented their ready access to the mechanisms for peaceful dispute resolution through the legal system will continue as part of the cyclical poverty to which this Program is addressed. This is the concept of disadvantaged with which CLEO is now working, a concept that recognizes the potential of disadvantage of both Whites and minority groups.

CLEO PERFORMANCE DATA

Thus far, the overwhelming majority of institute participants have met the challenge presented by CLEO and have compiled an impressive record of achievement. Indeed, the available CLEO performance data is encouraging, with respect to law school, bar and employment performance. However, it should be noted that, while data on the three-year law school performance of CLEO fellows is readily available from the law schools via academic monitoring and reporting requirements of the Program, additional data on post-law school bar and employment performance has been difficult to obtain. This has resulted primarily from a failure of CLEO fellows to remain in contact with the National Office and is further compounded by the typically transient nature of the law graduate seeking employment vis a vis his/her place of permanent residence.

Therefore, in conjunction with the Tenth Anniversary of the CLEO Program recently celebrated by a two-day National Symposium at the Howard University School of Law, the CLEO National Office initiated a major effort for the compilation of employment and bar performance data on the more than 1,200 Program participants subsequent to their graduation from law school. The following "CLEO Participant Data Report: 1968-1978" (Table I) provides a preliminary analysis of CLEO fellows law school and bar performance:

TABLE I

CLEO PARTICIPANT DATA REPORT: 1968-1978

1. Number of students participating in CLEO since its inception:

1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	TOTAL
161	448	212	221	217	233	225	251	220	221	217	2,626

2. Number of students successfully completing the summer institute program:

1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	TOTAL
151	444	197	210	213	229	225	244	216	208	213	2,550

3. Number of students completing the summer institute and entering law school:

1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	TOTAL
131	400	191	207	210	218	219	234	205	197	203	2,415

4. Number of students who have graduated from law school:

1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	TOTAL
84	292	131	137	137	157	159	144	NA	NA	NA	1,241

5. Number of students in law school presently receiving CLEO stipends:

1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	TOTAL
0	2	0	0	0	0	0	7	159	132	196	496

6. Unknown academic status: law schools became reluctant in 1978 to release academic data on some of the CLEO students. Therefore, the academic status of the following students is unknown:

1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	TOTAL
0	0	0	0	0	0	0	19	18	35	0	72

7. Number of students enrolled in law school not receiving CLEO stipends:

1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	TOTAL
0	0	0	0	0	3	3	13	0	2	7	28

8. Number of students who have deferred entrance, withdrawn from or failed in law school:

	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	TOTAL
Deferred entrance	-	-	-	-	-	-	-	-	-	6	4	10
Academic dismissal	20	51	42	49	33	28	32	26	26	18	-	325
Withdrew-good standing	1	7	10	10	7	1	4	2	-	-	-	42
Withdrew-failing	8	18	7	5	1	3	3	-	-	-	-	45
Withdrew-military duty	5	6	-	-	-	-	1	-	-	-	-	12
Withdrew-illness/death	1	4	-	1	-	3	2	1	-	1	-	13
Withdrew-financial	-	2	-	1	2	-	-	-	-	1	-	6
Withdrew-reason unknown	12	18	1	4	28	23	18	21	8	6	-	139
	47	106	60	70	71	58	60	50	34	32	4	592

9. Number of students who audited the summer institute programs:

1968	1969	1970	1971	1972	1973	1974	1974	1976	1977	1978	TOTAL
0	1	6	3	1	16	23	5	9	11	10	85

10. Number of students who passed the bar and were admitted to practice:

1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	TOTAL
69	168	82	52	47	47	38	37	NA	NA	NA	540**

11. Number of students who failed the bar examination:

1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	TOTAL
7	30	8	2	6	6	3	11	NA	NA	NA	73**
				1 (Didn't Take)		2 (Didn't Take)					3
											616

NOTE:

** Bar information is grossly understated. The CLEO National office is presently conducting an extensive survey of all CLEO law school graduates to determine more accurate bar statistics. This information is not generally known by the law schools and can only be determined with accuracy if it is known in which of the fifty (50) jurisdictions an individual sat for the examination. However, the survey which is now being conducted should produce more satisfactory statistics

12. Number of female students presently enrolled in the CLEO program:

1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	TOTAL
0	1	0	0	0	0	0	4	80	78	89	252

13. Number of male students presently enrolled in the CLEO program:

1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	TOTAL
0	1	0	0	0	0	0	3	97	89	107	297

14. Anticipated law school enrollment of CLEO participants in 1978-79: 220

15. Number of law schools who have participated by accepting CLEO students: 144

As Table I indicates, 1,241 of the first eight classes of CLEO students have now graduated from law school of the 1,810 who enrolled, representing a 69% success rate. Of the three remaining classes, 1976-1978, 574 students are presently in law school of the 605 who enrolled, i.e., 95% are successfully negotiating the law school curriculum.

Having completed the initial phase of the data retrieval project, CLEO has on hand bar performance data pertaining to 616 Program participants. As Table I demonstrates, 540 CLEO Fellows have passed the bar and been admitted to practice. This figure reflects an 87% success ratio for known bar performance, an evidently outstanding achievement. The data retrieval project's secondary phase is currently underway. It is anticipated that additional bar performance data will soon be available.

Finally, and most importantly, is the CLEO Fellows' employment data. Because the central purpose of CLEO has been to provide historically excluded groups with access to sectors of governmental decision-making and the means of peaceful dispute resolution through the legal system, the CLEO Fellows employment data provides additional insight into the overall worth and achievement of the Program. While the following data on CLEO Fellows' employment achievement is by no means complete for 1979, it is nonetheless a significant overview with respect to job dispersal and diversity. Additional information regarding CLEO Fellows' current employment data should be forthcoming soon at the conclusion of the secondary phase of the Program's on-going data retrieval project.

The following Table provides data on CLEO Fellows' employment and career activities as of 1978-1979:

JUDGES

Administrative Law --	3
Municipal --	1
State District --	2

County District Court	1
U.S. Bankruptcy Court	1

LEGAL EDUCATION

Professors (Non-tenured)	4
Professors (Tenured)	1
Associate Deans	1
Associate Director - CLEO	1

ELECTED OFFICIALS

State Representative	1

FULL-TIME GRADUATE SCHOOL

Candidates for LLM	1
Candidates for SJD	1

*PART-TIME GRADUATE SCHOOL

Candidates for LLM	3

UNDERGRADUATE EDUCATION

Professors	5
Deans	1

*Note: Part-time candidates counted twice, not to be reflected in total.

Director of Fundraising for Private University	1
General Counsel for University Students	1

ATTORNEYS IN PUBLIC SECTOR

Assistant Prosecutors	3
City Attorneys	11
State District Attorneys	10
Federal Agencies, (Administration)	1
Federal Agencies, (Litigation)	24
Judge Advocates General Corps (Military)	3
Judicial Law Clerks	3
Executive Directors, Legal Services	4
Managing Attorneys, Legal Services	7
Staff Attorneys, Legal Services	30
Municipal Government (Administration)	1
Municipal Government (Litigation)	3
Municipal Government (Executive Director)	4
Public Defenders (State & Federal)	10
Public Interest Organizations (Administration)	4
Public Interest Organizations (Litigation)	1
Office of State Attorneys General	14
State Government (Administration)	2
State Government (Litigation)	11
Office of U.S. Attorney	11

PRIVATE SECTOR

Corporate Practice (Litigation)	21
Corporations, Banks, Insurance Companies, Accounting firms, et. al (Administrat'n)	4

Entrepreneur (Owner of a Real Estate firm)	1
Law Clerk	2
Partner in a Law Firm (3 or more partners in firm)	15
Private Practice (Sole practitioner or partnership)	56
Staff Attorney in a Law Firm (3 or more partners in firm)	6

As the available data indicates, CLEO Fellows are presently engaged in a broad spectrum of legal and law-related activities: judgeships; law teaching; directorships of Legal Services Projects; or otherwise representing their community in the political, economic and social arenas of American society.

When one considers that the Program consciously services students that the objective predictors showed to be high risk candidates, the CLEO Fellows' academic and post-law school performance successess assume even greater significance.

THE CLEO REAUTHORIZATION PROPOSAL

The Proposal for CLEO reauthorization under Title IX of the Higher Education Act of 1965, as amended, is focused upon the need for an increase in the number of students served under the Program, as well as an increase in the amount of the stipend awarded through the CLEO fellowship. While no specific figures regarding Program size or fellowship amount are suggested herein, the CLEO Council has approached these issues from the standpoint of increasing the size of the Program from 200 students per year up to twice that number as is permissible under the present legislation. The proposed fellowship component, it is hoped, would adjust the current stipend level to at least the dollar equivalent of what it was when first established at the present $1,000 level. This would be achieved, in part, through removal of the $1,000,000.00 appropriation ceiling imposed in the present enabling legislation.

INCREASED NEED FOR PROGRAM SERVICES

The need for an expanded CLEO Program to serve the interests of its student participants and law schools alike is immediate. CLEO annually reviews over 1,500 applications for the approximately 200 available Program seats. Although the current funding level of $1,000,000.00 severely limits the number of students served, there are at least an additional three to four hundred (300-400) candidates fully qualified for academic assistance under the present CLEO admissions policy. Because many law schools are relying more heavily upon CLEO certification, in light of the Bakke decision, for admission of their disadvantaged student applicants, the inability of the Program to expand the number of students served may result in a significant drop in the overall number of minority and other economically deprived students admitted to law schools. Current law school enrollment data may help in outlining the scope of the problem.

While total minority student enrollment in ABA-approved law schools has increased dramatically during the decade of CLEO's operation, from 2,933 in 1969 to the present 9,922 students,* overall enrollment over the same period, has also kept pace, from 68,386 to the present 121,606. The increase in minority group student enrollment in law schools is attributable, certainly, to the efforts of individual schools and the organized bar alike in broadening the opportunity for law study. This increase was also brought about, however, by the catalytic effect of CLEO's success in bringing into the process, students with lesser numerical predictors, but with no less true performance potential.

The impact of the Bakke decision on educationally and economically disadvantaged student enrollment in law schools is difficult to determine. Several law schools have revamped their admissions policy in compliance with Justice Powell's opinion and in the process, have returned to a greater reliance on numerical predictors to deter-

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*James P. White, American Bar Association, Consultant on Legal Education, February 2, 1979 Memorandum entitled, "Fall 1978 Law School Enrollment in ABA Approved Law Schools."

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mine student selection. At the same time, several of these schools have taken cognizance of CLEO as an alternate admissions variable and require CLEO certification for selected students. While this process may help to achieve diversity within the student body, which is essential to a full and meaningful legal education for all students, an over-reliance on CLEO (given the 200 students served annually) may also exclude students who may be able to achieve beyond the indications of conventional predictors.

An expansion of the number of students served through CLEO should assist in stabilizing adverse impact from adjustment to Bakke, while simultaneously allowing schools to maintain a diverse student body by one of several constitutionally permissible means.

CLEO STIPEND ASSISTANCE

Unquestionably, the value of the $1,000.00 CLEO student fellowship has been affected negatively (between 1968-1978) by the inflationary economic cycle affecting the country at large. The U.S. Bureau of Labor Statistics has provided the following information regarding economic trends and their impact on the value of the dollar:

Table I
Consumer Price Index

1967	100.0%
1968	104.2%
1969	109.8%
1970	116.3%
1971	121.3%
1972	125.3%
1973	133.1%
1974	147.7%
1975	161.2%
1976	170.5%
1977	181.5%
1978	195.4%

Table II
Purchasing Power of the Dollar

1967	$1,000
1968	.960
1969	.911
1970	.860
1971	.824
1972	.798
1973	.752
1974	.678
1975	.621
1976	.587
1977	.551
1978	.512

Table I reflects the annual average U.S. Consumer Price Index for the periods covered. Assuming that we begin with a $100.00 base, the value of the consumer purchasing power must increase correspondingly to the figures shown for succeeding years in order to provide the same degree of purchasing power established in 1967. Table II reflects the annual average general purchasing power of the dollar between 1967 and 1978. Assuming that we begin with one dollar as a base, the actual purchasing power of the dollar has decreased correspondingly by the figures shown through the succeeding years.

The figures reveal a general decline in both consumer purchase power and the relative value of a dollar by as much as 50% over the period of 1967 to 1978. Hence, the CLEO annual fellowship award has decreased substantially in value to the students served by the Program. It should also be noted that there has been a general, across-the-board decline in financial aid available to students pursuing law degrees. Furthermore, while opportunities for minorities and the economically disadvantaged have expanded, the cost of education--especially in graduate and professional schools--has continued to rise in the last decade, thereby increasing the law student's financial burden and making legal study more prohibitive for the disadvantaged student.

With respect to loan programs, the CLEO student typically is already heavily in debt and is not in a position to borrow for all his/her law schools needs. For most CLEO students, the $1,000 stipend plus the corollary tuition scholarships and loans provided by the law schools mean the difference between attending or not attending law school. In the final analysis, therefore, there is an acute need for increased CLEO stipend assistance merely to maintain the original thrust of the Program.

The federal government has made a major commitment in the last decade to the cause of increasing educational opportunity for the poor and disadvantaged groups within our society. This is an important commitment not only in terms of fairness, but also in terms of wise allocation of resources. The legal profession is one of the most direct means by which these groups can be fully incorporated into the framework of this society and participate in its advantages and benefits. Recognizing that there are current demands on the federal purse that call for fiscal integrity, we nevertheless believe that the very small amount of money required for CLEO can bestow huge dividends for the future.

Thank you for your time and patience.

STATEMENT OF WADE J. HENDERSON, EXECUTIVE DIRECTOR, COUNCIL ON LEGAL EDUCATION OPPORTUNITY, WASHINGTON, D.C.

Mr. **Henderson**. Mr. Chairman, I am Wade J. Henderson, executive director of CLEO and I thank you for this opportunity to appear before you this morning. Because I have already submitted a full statement to the committee, I will only read a brief summary of those remarks and, of course, I will be prepared to answer any questions about the program that you may have.

CLEO was formed in 1968 as a joint project of the Association of American Law Schools, the American Bar Association, the National Bar Association and the Law School Admission Council; in 1972, La Raza National Lawyers Association became a sponsoring organization as well.

CLEO's programs have been designed specifically to serve those educationally and economically disadvantaged persons who, but for a program such as CLEO, would have little chance to attend an accredited law school because of economic and admission credential limitations. The concerns of 1968 were concrete:

First, the percentage of minorities and other economically disadvantaged groups within the legal profession was vastly less than the percentage of those groups within society.

Second, the riots and other evidences of social disorder during the time highlighted the inability of many within our society to obtain their goals and expectations by legal means.

Third, over several decades, primarily by Government action, the relationships and the rights and obligations of many persons and groups had been cast in legal terms. This resulted in thrusting more of the problem-solving efforts of society onto the legal system, and made access to the legal profession critical in vindicating and determining those rights.

The concerns of 1979 may be less identifiable, but represent a continuation of these trends. CLEO has learned much in the past 10 years, as has legal education generally, that should not be wasted by allowing the program to collapse as it is performing some of its most effective work.

The present CLEO program has two central components of direct service to students in addition to its services to the law schools. The two primary student components are summer institutes for prospective law students and annual fellowships of $1,000 each to the successful graduates of the summer institutes who attend law schools.

The law schools individually absorb more than half the costs of the summer institutes and provide tuition scholarships, as well as financial aid to CLEO students. It is extremely important to realize that the $1 million of annual Federal support for this program generates as much as $3 million of cash and services annually from the law schools, at a time when legal education itself is in a difficult fiscal situation. Over 140 ABA-approved law schools currently enroll CLEO fellows.

The original CLEO summer institutes were designed primarily as a screening process for minority students who would not otherwise be admitted to law school. The emphasis was on identification of minority and other disadvantaged students who had the capacity for law school work, but did not meet all the conventional admissions criteria.

This focus has changed somewhat, but this is still a critical function.

It must be recalled that legal education has traditionally been open to nearly anyone who wanted it. With the increased demand for limited law school seats, admissions were becoming, by the mid 1960's, quite selective at many law schools. Instead of accepting most applicants and failing out a large share at the end of their first and even second year of education, schools only accepted those who, by their criteria, were estimated as having the best chance of success.

The effect of this policy, particularly the emphasis on the law school admission test, in terms of minority and other disadvantaged students, was to limit access to legal education. The number applying were a small percentage of the total applicants, and many did not meet the new and more demanding admission criteria for many schools.

CLEO thus attempted to revitalize as to minority and disadvantaged applicants, the older law school policy of admitting persons with a good chance of success in law school, and using performance at the law school itself as a criterion for ultimate admission to the profession.

The second component of the current CLEO program is the provision of fellowships to the students who go on from the summer institutes to law school. These fellowships are provided under title IX of the Higher Education Act of 1965 and are currently set at $1,000 per year.

The fellowships are to be used exclusively for living expenses. Each law school admitting a CLEO student makes a commitment to provide tuition, sometimes in the form of a tuition rebate, sometimes through the use of otherwise available scholarship funds, and more frequently through the use of loan funds.

Since tuition now is running at high levels, a number of private law schools will be charging over $5,000 tuition next year, this represents a substantial additional investment by the law schools.

The typical CLEO participant comes from a background of cyclical poverty and is a first generation college graduate. These students are able to borrow at best only limited additional funds for their law school education.

Therefore, the law schools, realizing that the $1,000 stipend is not adequate to pay all living expenses, often make additional scholarship aid available to CLEO students.

In addition to the summer institutes and fellowships administered by CLEO, the National Office prepares course materials, has operated an application-sharing project by which promising but unsuccessful candidates are referred to other law schools, serves as a catalyst for innovative projects in admissions, coordinates and shares information with special admission programs operated by individual law schools and generally serves as a repository of data and information about legal education and the disadvantaged.

The CLEO program has also published, in conjunction with Oceana Publications, Inc., two major hard-bound works of particular interest to legal educators and scholars.

The first publication, *DeFunis* v. *Odegaard and the University of Washington,* is a three volume set containing the complete records and briefs of the case; the second, *Bakke* v. *Regents of the University of California,* is a six volume set similar to the DeFunis work.

In addition, CLEO will soon publish, in cooperation with the Howard University Law Journal, a special edition law review containing selected papers from a 2-day symposium which was held at the Howard Law School and which commemorated CLEO's 10th anniversary.

CLEO has come to accept the principle that the concept of economic and educational disadvantage in the face of a baccalaureate degree is not married to the concept of race. Traditional admissions criteria have had the effect of excluding many disadvantaged persons from law school regardless of race.

In response to its own thought processes and the needs of society, CLEO broadened its concerns several years ago to encompass disadvantaged white students within program admission. One readily identifiable target population of disadvantaged white students from which CLEO draws can be found in Appalachia. Yet, it comes as no surprise that the ratio of minority students in the CLEO program remains overwhelmingly high.

Of course, CLEO is mindful of the uncertainty that the U.S. Supreme Court's opinions in *Bakke* v. *Regents of the University of California* have engendered among the administrators of law schools, as well as Federal and State legislators.

CLEO's program operation and admission process has been fully reviewed by the Office of General Counsel, DHEW, in light of the Court's opinions in *Bakke*. It was determined that, in its most narrow view, *Bakke* appears to have no direct impact on the academic or administrative operation of CLEO. Because CLEO utilizes economic factors, initially, in determining program eligibility, and then race or ethnicity as only one variable within a unitary admissions process of final participant selection, the program appears to be squarely within the Court's permissible structural parameters.

The argument is often heard that no person with a baccalaureate degree can be considered disadvantaged, since he or she has an advantage over a large portion of the population.

What should be remembered, however, is that this same person can be disadvantaged with respect to other college graduates attempting to enter the legal profession. The patterns that have in the past kept these groups seriously underrepresented in the socially and economically powerful institutions of society and prevented their ready access to the mechanisms for peaceful dispute resolution through the legal system will continue as part of the cyclical poverty to which this program is addressed.

This is the concept of disadvantaged with which CLEO is now working, a concept that recognizes the potential of disadvantage of both whites and minority groups.

Thus, far, the overwhelming majority of institute participants have met the challenge presented by CLEO and have compiled an impressive record of achievement. Indeed, the available CLEO performance data is encouraging, with respect to law school, bar, and employment performance.

The enclosed tables, included in my formal statement submitted for the committee's review, provide a relatively thorough analyses of CLEO fellows' law school and bar performance over the 10-year period of 1968–78.

As table I indicates, 1,241 of the first eight classes of CLEO students have now graduated from law school of the 1,810 who enrolled, representing a 69 percent success rate. Of the three remaining classes, 1976–78, 574 students are presently in law school of the 605 who enrolled; that is, 95 percent are successfully negotiating the law school curriculum.

CLEO has on hand bar performance data pertaining to 616 program participants. As table I demonstrates, 540 CLEO fellows have passed the bar and been admitted to practice. This figure reflects an 87 percent success ratio for known bar performance.

Finally, and most importantly, is the CLEO fellows' employment data. Because the central purpose of CLEO has been to provide historically excluded groups with access to sectors of governmental decisionmaking and the means of dispute resolution through law, the CLEO fellows employment data provides additional insight into the overall worth and achievement of the program.

While the data on CLEO fellows' employment achievement contained in my formal submission to the committee is by no means complete for 1979, it is nonetheless a significant overview with respect to job dispersal and diversity.

Additional information regarding CLEO fellows' current employment data should be forthcoming soon at the conclusion of the secondary phase of the program's ongoing data retrieval project.

As the available data indicates, CLEO fellows are presently engaged in a broad spectrum of legal and law-related activities: judgeships; or otherwise representing their community in the political, economic, and social arenas of American society.

When one considers that the program consciously services students that the objective predictors showed to be high-risk candidates, the CLEO fellows' academic and post-law-school performance successes assume even greater significance.

There is a twofold justification for CLEO program expansion:

First, CLEO receives over 1,500 applications annually for the program's 200 available slots. Of that number, an additional 300–400 candidates are fully qualified for CLEO academic assistance.

Second, the impact of *Bakke* on the student population served by CLEO has been difficult to ascertain. Several law schools have revamped their admission policy in compliance with Justice Powell's opinion and in the process, have returned to a greater reliance on numerical prediction to determine student selection.

At the same time, several of these schools have taken cognizance of CLEO as an alternate admissions variable and require CLEO certification for selected students. While this process may help to achieve diversity within the student body, which is essential to a full and meaningful legal education for all students, an overreliance on CLEO—given the 200 students served annually—may also exclude students who may be able to achieve beyond the indications of conventional predictors.

An expansion of the number of students served through CLEO should assist in stabilizing adverse impact from adjustment to

Bakke, while simultaneously allowing schools to maintain a diverse student body by one of several constitutionally permissible means.

Unquestionably, the value of the $1,000 CLEO student fellowship has been affected negatively—between 1968–78—by the inflationary economic cycle affecting the country at large.

The tables included in my formal statement from the U.S. Bureau of Labor Statistics set out fully the impact of inflation on the CLEO stipend.

The figures reveal a general decline in both consumer purchase power and the relative value of a dollar by as much as 50 percent over the period of 1976 to 1978. Hence, the CLEO annual fellowship award has decreased substantially in value to the students served by the program.

It should also be noted that there has been a general, across-the-board decline in financial aid available to students pursuing law degrees.

Furthermore, while opportunities for minorities and the economically disadvantaged have expanded, the cost of education—especially in graduate and professional schools—has continued to rise in the last decade, thereby increasing the law students' financial burden and making legal study more prohibitive for the disadvantaged student.

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In the final analysis, therefore, there is an acute need for increased CLEO stipend assistance merely to maintain the original thrust of the program.

The proposal for CLEO reauthorization under title IX of the Higher Education Act of 1965, as amended, is focused upon the need for an increase in the number of students served under the program, as well as an increase in the amount of the stipend awarded through the CLEO fellowship.

While no specific figures regarding program size or fellowship amount are suggested herein, the CLEO Council has approached these issues from the standpoint of increasing the size of the program from 200 students per year up to twice that number as is permissible under the present legislation.

The proposed fellowship component, it is hoped, would adjust the current stipend level to at least the dollar equivalent of what it was when first established at the present $1,000.

This would be achieved, in part, through removal of the $1 million appropriation ceiling imposed in the present enabling legislation.

The Federal Government has made a major commitment in the last decade to the cause of increasing educational opportunity for the poor and disadvantaghed groups within our society. This is an important commitment not only in terms of fairness, but also in terms of wise allocation of resources.

The legal profession is one of the most direct means by which these groups can be fully incorporated into the framework of this society and participate in its advantages and benefits. Recognizing that there are current demands on the Federal purse that call for fiscal integrity, we nevertheless believe that the very small amount of money required for CLEO can bestow huge dividends for the future.

Thank you for your time and patience.

Mr. Ford. Mr. Olson.

[The prepared statement of Mr. Olson follows:]

PREPARED TESTIMONY BY JAMES C. OLSON, PRESIDENT, UNIVERSITY OF MISSOURI, ON BEHALF OF THE ASSOCIATION OF AMERICAN UNIVERSITIES

My name is James C. Olson. I am President of the University of Missouri and Chairman of the Association of American Universities' Committee on Graduate Education. The Association is composed of 48 Universities in the United States that are affiliated on the basis of their commitment to basic research and graduate study. I appreciate the opportunity to present this testimony on behalf of the Association today.

As we approach the 1980's, it is no secret that higher education is in a difficult situation. Expansion of higher education is no longer the problem; rather, maintenance and enhancement of the quality of existing programs and of the diversity of faculties have become the challenges facing us. Ravaged by inflation, we have reduced the programs and improved our management. Yet there are limits to how much we can trim our administrative costs, especially when federal and state governments continue to impose more and more regulations with which we must comply. Our costs have risen faster than our resources, and consequently we have steadily reduced our base of operations and have come close to jeopardizing the quality of our programs, particularly in the area of graduate education.

The proposed changes in Title IX of the Higher Education Act which the Association has endorsed (and which are also supported by other major higher education associations) are relatively minor. However, they reflect this changing environment of higher education and could provide some additional assistance in dealing with that environment.

As we all know, higher education is approaching a period of limited growth, at best. It is during such a time that the federal government faces the challenge of making a strong commitment to and investment in the maintenance of the nation's treasury of intellectual vitality. For just as you cannot draw on bank reserves which have not been maintained, you cannot make use of the nation's intellectual strength if it has been allowed to erode.

We face a combination of factors which poses a threat to graduate education, and ultimately to all advanced learning, scholarship and research in the arts and sciences in this nation. These factors include an estimated reduction in the 18 to 24-year-old population within the next decade (estimates vary from 10 to 25 percent), with a resulting decline in college enrollments; delayed retirements within the academic community because of the new federal retirement law; inability of institutions to hire new faculty members with new ideas because of the aforementioned factors; and the lessened academic and non-academic employment opportunities available to many with Ph.D.'s.

Let me outline these points in more detail. Because of the estimated decline in the younger population projected for the 1980 s, undergraduate enrollments are expected to drop. In addition, graduate enrollments will decrease. This anticipated decrease results from the diminished undergraduate student pool from reduced incentives for obtaining graduate studies because of a reduction in academic career opportunities, and from a drop in graduate student support because of reduced need for graduate teaching and research assistants. This enrollment decline will bring a drop in tuition income and in real dollar state support for the public institutions.

Predictions are that this decrease in enrollment will also be accompanied by a suspension of normal retirement cycles in the academic community as the new retirement law takes effect. One result of these influences will be an increase in institutional salary costs, since an older professoriate is expensive to maintain. Delayed retirements will mean higher average compensation costs. Another, and perhaps even more serious consequence, will be that new academic hiring will decrease substantially. We may well reach a situation where an entire generation of trained scholars and scientists will be lost to universities, and hence to the nation. I find it difficult to imagine a more disastrous situation for the intellectual and technological future of this country.

These two trends--the income loss due to a declining student enrollment and the change in retirement practices--will add up both to a growing proportion of tenured faculty (as those with tenure stay on) and to dramatic cost pressures from lessened income and from the higher average salaries for older faculties. And these two factors in combination will limit the capacity of institutions to adjust, financially or intellectually.

In recognizing these difficult situations facing us, I think we must remember one point. And that is that we cannot afford to tie our commitment to graduate education and to advances in scholarship and research to the ups and downs of economic factors. A university, with its advanced education and research programs, is composed of a great many parts. And who can forecast which part will not be needed in the future because of shifts in social priorities, demands and needs?

One question, therefore, must be posed:..."How can the nation assure that it will receive the benefit of the intellectual vitality of the most gifted in the future?" The answer to that, I think, lies in the modification of emphasis of Title IX which the AAU is requesting that the Congress adopt. In particular, we suggest a recognition of the importance of assisting institutions to achieve and maintain faculty diversity in periods of little or no growth.

In addition, the present law authorizes funds for "the expansion of graduate and professional programs of study." The AAU believes that that wording should be modified and that the law should authorize funds instead for the "maintenance and improvement of quality" in graduate and professional programs of study. Expansion is not the problem of the immediate future. Rather, the challenge before us is the maintenance and enhancement of quality.

Many people perceive a diminishing federal interest in graduate education because the number of students is no longer expanding. I would hope that this is an incorrect perception. We are experiencing an inflationary trend which, in combination with enrollment declines, makes it even more difficult to maintain viable high quality programs today than in the days when the numbers were growing.

Within this modified framework of Title IX, the AAU urges continuance of the specific fellowship programs authorized therein. Title IX has provided fellowship support for a number of graduate program areas of critical importance to this nation. To illustrate the benefits of these fellowship programs more specifically, I would like to use a few examples from my own institution, the University of Missouri.

Our Columbia campus recently received an award under Title IX's Graduate and Professional Opportunities Program which will provide nine fellowships in engineering next year. As you know, these fellowships are targeted for the historically underrepresented groups. This particular program has a "multiplier" effect--not only does it enable the federal government to assist universities in increasing the pool of professionally trained minorities, but also it increases the pool of minorities available for faculty teaching and research positions.

Mining Fellowships is another program from which the University of Missouri has received substantial help. This modest program helps our Rolla campus attract master's and doctoral level students in mining, mineral and energy engineering. We now find it virtually impossible to hire Ph.D's for faculty positions in these fields because there is a national shortage of such persons. I do not have to tell you of the increased need in this area and the interest of students in studying in such fields. Our national ability to respond to the energy crisis and to develop our mineral resources depends upon such educational programs. I cannot imagine a sounder investment for the future than the training of graduate students in this area. Surely, this is a national priority.

I am pleased to note that the House Committee on Appropriations has recommended continued funding for Mining Fellowships at the current figure of $4,500,000. That is a gratifying recognition of the value of this program. However, the Committee has recommended a reduction of $300,000 from last year's $8,000,000 figure for the Graduate and Professional Educational Opportunities Fellowships Program. I am disappointed at this action, since we have looked to this program as one important way in which we could move toward equal opportunity for all more rapidly than might otherwise be possible. I would like to note also the action of the Appropriations Committee in recommending continuation of the current funding level of $4,000.000 for the other component of Title IX fellowship programs, namely the Public Service Fellowships. The University of Missouri has also received funds under this program, and I know that they have provided important opportunities for individuals who might not otherwise have been able to pursue advanced education.

These fellowship programs, however, do not begin to address the general problem of graduate student financial aid. While I commend these particular programs, I am sure that you can see that they are designed for very specific and small groups of graduate students. They do not materially assist with the general problem as it exists in graduate education, particularly in the arts and sciences disciplines.

It seems to me that recently graduate student interests have been eclipsed by undergraduate interests in the area of federal student assistance legislation. There has been a decline in federal graduate student support. Federal fellowship and traineeship support, which was based on a manpower rationale, has disappeared for the most part. There are some federal funds available to doctoral students through those research grants awarded to faculty members, but these are mainly limited to advanced students in the science fields.

I do think that institutions can help the situation by decreasing the pool of graduate students as enrollments decline, thereby freeing funds for higher individual stipends for those students. However, this cannot be the only answer to meeting the financial aid needs of graduate students.

We also firmly believe that the federal government should have a major support role in preserving intellectual vitality and in training the next generation of research scientists and humanists. We must not turn off the continued economic and cultural well-being of this nations by drying up the source of new ideas, new science, and new technology.

For these reasons, I urge you to consider carefully the plight of the graduate student seeking to complete advanced training. Let me outline briefly some of the factors contributing to this plight.

First of all, there has been a rapid rise in the cost of undergraduate education, often making it necessary for an undergraduate student to go into debt. Coupled with this phenomenon is the fact that the cost of graduate education itself has climbed dramatically. This compounded burden coincides with a major decline in sources of graduate student financial support. Currently, graduate students are not eligible for any grant funds under Title IV of the Higher Education Act. Furthermore, the families of dependent graduate students are usually unable and unwilling to contribute to their son or daughter's graduate education at anywhere near the rate at which they contribute to their undergraduate education.

All of these factors make for an especially difficult problem for the beginning graduate student, who has not established enough of a record to be eligible for research grant support or sometimes even a teaching or research assistantship.

In spite of graduate student eligibility for work study funds, the present system favors those who have the necessary financial resources and those who do not fear borrowing. To illustrate this increased dependence on loans, I would like to note that according to the National Research Council's Doctorate Records File, the percentage of graduate students borrowing jumped from 12% in 1971 to 23% in 1976.

What we are talking about here is the problem of maintaining access and free choice for the intellectually qualified. It is in the nation's best interest, I firmly believe, that those who undertake graduate studies be the most intellectually able and not just the most financially able.

Added to the barriers outlined previously is the problem of the difficult job market which faces many graduate students. Even under good conditions, in most fields a new Ph.D. faces the prospect of a salary which will make it difficult (if not impossible) to repay substantial loans and also will fail to keep pace with rising costs. There are qualified individuals today who, faced with the prospects of heavy borrowing, not eligible for grant support and with few personal resources, forsake graduate work for purely financial reason.

There are several possible solutions to this two-pronged problem: the multiple financial barrier facing qualified individuals who wish to begin graduate study and the soaring, even unmanageable, debts incurred by the average graduate student.

The AAU has already forwarded to the Congress a recommendation that "need" be eliminated as an eligibility criterion for graduate students participating in the college work study program. We also propose changing the regulations so that graduate students may be paid on a salary basis, rather than an hourly basis. This would facilitate the use of such funds for graduate students in instructional, research or administrative assistant positions.

Another possible part of the solution is to extend eligibility for the Supplemental Educational Opportunity Grants Program to include needy first-year, at least half-time graduate and professional degree candidates. This extension would make available the opportunity for a fifth year of support for a student. Such a change follows the logic of the present law, which provides that a student in some cases may receive a Supplemental Educational Opportunity Grant through a fifth pre-baccalaureate year. We would propose to allow the possibility of a fifth year beyond the baccalaureate level. This would enable the student to get started in an advanced education program, to demonstrate ability, and to lessen the need for further debt at the beginning of a graduate program.

A final, and very necessary, step is to improve the present loan programs. There are several options in this category which could provide some help. As possible improvements to the student loan programs, you may wish to consider raising the present $25,000 cumulative limit on borrowing to $40,000. This proposed increase would be illusory, however, if we do not provide other kinds of help as well. For the crucial issue is the manageability of repayments. We must keep in mind that many Ph.D.'s will become assistant professors in arts and sciences disciplines at salaries approximating $15,000 per year. It has been estimated that an individual with such a salary cannot reasonably handle a loan beyond $8,000.

Another viable possibility might be an income-sensitive repayment option. This could involve a schedule of repayments for graduates of post-baccalaureate programs which is income-contingent, with the possibility of cancellation for long-term low income earners and/or for social service, such as service on a local school board, in a local health organization or government agency.

Let me assure you of the continuing interest of the AAU in working with Congress to improve the present programs to ensure that our good graduate programs remain viable and able to provide the intellectual leadership needed by the nation in the next few years.

We have an urgent need to maintain and increase the diversity of faculties and to provide for the scientific, technological, and cultural advancement of this nation. We look forward to continuing to work in partnership with you to achieve these ends. Title IX of the Higher Education Act can, we believe, continue to serve us well with some modest improvements as proposed. We urge reauthorization with those modifications.

STATEMENT OF JAMES C. OLSON, PRESIDENT, UNIVERSITY OF MISSOURI, ASSOCIATION OF AMERICAN UNIVERSITIES

Mr. OLSON. I am James C. Olson of Columbia, Mo. I am president of the University of Missouri and chairman of the Association of American Universities' Committee on Graduate Education.

I appreciate the opportunity to present this testimony on behalf of the association today. I have filed a statement with you and I shall try to summarize it here in the time allotted.

With me, not at the table but in the room, representing the Association of Graduate Schools, is Dr. Raymond Anderson, associate dean of the Graduate School of Arts and Sciences, Columbia University in New York. And I would hope if there are questions I might have the opportunity to refer them to him as well as responding myself.

The proposed changes in title IX of the Higher Education Act which the association has endorsed, and which are also supported by other major higher education associations, are relatively minor.

However, they reflect the changing environment of higher education and could provide some additional assistance in dealing with that environment.

As we all know, higher education is approaching a period of limited growth, at best. It is during such a time that the Federal Government faces the challenge of making a strong commitment to and investment in the maintenance of the Nation's treasury of intellectual vitality.

For just as you cannot draw on bank reserves which have not been maintained, you cannot make use of the Nation's intellectual strength if it has been allowed to erode.

We face a situation in which a decrease in enrollment will be accompanied by a suspension of normal retirement cycles in the academic community as the new retirement law takes effect. Delayed retirements will mean higher average compensation costs. Another, and perhaps even more serious consequence, will be that new academic hiring will decrease substantially.

We may well reach a situation where an entire generation of trained scholars and scientists will be lost to universities, and hence to the Nation.

I find it difficult to imagine a more disastrous situation for the intellectual and technological future of this country.

As we deal with these difficult situations, we must remember that we cannot afford to tie our commitment to graduate education and to advances in scholarship and research to the ups and downs of economic factors.

A university, with its advanced education and research programs, is composed of a great many parts, and who can forecast which part will not be needed in the future because of shifts in social priorities, demands and needs?

One question, therefore, must be posited: "How can the Nation assure that it will receive the benefit of the intellectual vitality of the most gifted in the future?"

The answer to that, I think, lies in the modification of emphasis of title IX which the AAU is requesting that the Congress adopt. In particular, we suggest a recognition of the importance of assisting

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institutions to achieve and maintain faculty diversity in periods of little or no growth.

In addition, the present law authorizes funds for "the expansion of graduate and professional programs of study." The AAU believes that that wording should be modified and that the law should authorize funds instead for the "maintenance and improvement of quality" in graduate and professional programs of study. Expansion is not the problem of the immediate future. Rather, the challenge before us is the maintenance and enhancement of quality.

Within this modified framework of title IX, the AAU urges continuance of the specific fellowship programs authorized therein.

Title IX has provided fellowship support for a number of graduate program areas of critical importance to this Nation. To illustrate the benefits of these fellowship programs more specifically, I would like to use a few examples from my own institution, the University of Missouri.

Our Columbia campus recently received an award under title IX's graduate and professional opportunities program which will provide nine fellowships in engineering next year. As you know, these fellowships are targeted for the historically underrepresented groups.

This particular program has a multiple effect—not only does it enable the Federal Government to assist universities in increasing the pool of professionally trained minorities, but also it increases the pool of minorities available for faculty teaching and research positions.

The University of Missouri has received substantial help from the mining fellowship program. This modest program helps our Rolla campus attract master's and doctoral level students in mining, minerals and energy engineering. I cannot imagine a sounder investment for the future than the training of graduate students in this area. Surely, this is a national priority.

These fellowship programs, commendable as they are, do not begin to address the general problem of graduate student financial aid. These particular programs, as you know, are designed for very specific and small groups of graduate students. They do not materially assist with the general problem as it exists in graduate education, particularly in the arts and sciences disciplines.

It seems to me that recently graduate student interests have been eclipsed by undergraduate interests in the area of Federal student assistance legislation. There has been a decline in Federal graduate student support.

Federal fellowship and traineeship support, which was based on a manpower rationale, has disappeared for the most part. There are substantial Federal funds available to doctoral students through those research grants awarded to faculty members, but these are mainly limited to advanced students in the science fields.

I do think that institutions can help the situation by decreasing the pool of graduate students as enrollments decline, thereby freeing funds for higher individual stipends for those students. However, this cannot be the only answer to meeting the financial aid needs of graduate students.

We also firmly believe that the Federal Government should have a major support role in preserving intellectual vitality and in training the next generation of research scientists and humanists. We must not detract from the continued economic and cultural well-being of this Nation by drying up the source of new ideas, new science, and new technology.

For these reasons, I urge you to consider carefully the plight of the graduate student seeking to complete advanced training. Let me outline briefly some of the factors contributing to this plight.

First of all, there has been a rapid rise in the cost of undergraduate education, often making it necessary for an undergraduate student to go into debt. Coupled with this phenomenon is the fact that the cost of graduate education itself has climbed dramatically. This compounded burden coincides with a major decline in sources of graduate student financial support.

Currently, graduate students are not eligible for any grant funds under title IV of the Higher Education Act. Furthermore, the families of dependent graduate students are usually unable and unwilling to contribute to their son or daughter's graduate education at anywhere near the rate at which they contribute to their undergraduate education.

In spite of graduate student eligibility for work-study funds, the present system favors those who have the necessary financial resources and those who do not fear borrowing.

To illustrate the increased dependence on loans, I would like to note that according to the National Research Council's doctorate records file, the percentage of graduate students borrowing jumped from 12 percent in 1971 to 23 percent in 1976.

What we are talking about here is the problem of maintaining access and free choice for the intellectually qualified. It is in the Nation's best interest, I firmly believe, that those who undertake graduate studies be the most intellectually able and not just the most financially able.

There are several possible solutions to this two-pronged problem: the multiple financial barrier facing qualified individuals who wish to begin graduate study and the soaring, even unmanageable, debts incurred by the average graduate student.

The AAU has already forwarded to the Congress a recommendation that "need" be eliminated as an eligibility criterion for graduate students participating in the college work-study program. We also propose changing the regulations so that graduate students may be paid on a salary basis, rather than an hourly basis. This would facilitate the use of such funds for graduate students in instructional, research or administrative assistant positions.

We would hope that ultimately there would be a program in which graduate fellowships could be awarded on a merit basis—perhaps through a national competition—and we would be happy to work with your committee in the development of such a program.

Another possible part of the solution is to extend eligibility for the supplemental educational opportunity grants program to include needy first year, at least half-time graduate and professional degree candidates.

This extension would make available the opportunity for a fifth year of support for a student. Such a change follows the logic of the present law, which provides that student in some cases may receive a supplemental educational opportunity grant through a fifth prebaccalaureate year. We would propose to allow the possibility of a fifth year beyond the baccalaureate level. This would enable the student to get started in an advanced education program, to demonstrate ability, and to lessen the need for further debt at the beginning of a graduate program.

A final, and very necessary, step is to improve the present loan programs. There are several options in this category which could provide some help. As possible improvements to the student loan programs, you may wish to consider raising the present $25,000 cumulative limit on borrowing to $40,000. This proposed increase would be illusory, however, if we do not provide other kinds of help as well. For the crucial issue is the manageability of repayments.

We must keep in mind that many Ph. D.'s will become assistant professors in arts and sciences disciplines at salaries approximating $15,000 per year. It has been estimated that an individual with such a salary cannot reasonably handle a loan beyond $8,000.

A viable possibility might be an income-sensitive repayment option. This could involve a schedule of repayments for graduates of postbaccalaureate programs which is income contingent, with the possibility of cancellation for long-term variable income earners and/or for social service, such as service on a local school board, in a local health organization or government agency.

Let me assure you of the continuing interest of the AAU in working with Congress to improve the present programs to insure that our good graduate programs remain viable and able to provide the intellectual leadership needed by the Nation in the next few years.

We have an urgent need to maintain and increase the diversity of faculties and to provide for the scientific, technological, and cultural advancement of this Nation. We look forward to continuing to work in partnership with you to achieve these ends.

Title IX of the Higher Education Act can, we believe, continue to serve us well with some modest improvements as proposed. We urge reauthorization with those modifications, and also title IV as suggested.

Thank you very much, Mr. Chairman.

Mr. Ford. Thank you.

Mr. Ballowe.

[The prepared testimony of Mr. Ballowe follows:]

TESTIMONY PRESENTED BY JAMES BALLOWE, ASSOCIATE VICE PRESIDENT FOR ACADEMIC AFFAIRS AND DEAN OF THE GRADUATE SCHOOL, BRADLEY UNIVERSITY, PEORIA, ILL.

Mr. Chairman and Members of the Subcommittee:

Thank you for the opportunity to present recommendations in regard to the Higher Education Act. I am James Ballowe, Associate Vice President for Academic Affairs and Dean of the Graduate School at Bradley University. My remarks today are presented in behalf of the Council of Graduate Schools in the United States, whose 365 member institutions award 99% of all research doctorates and 85% of all master's degrees conferred in this country each year.

In the national interest, America's graduate schools are preparing the men and women who will unravel our intricate energy problems; who will propose ways for increasing the productivity of our workers and righting our unsteady economy; who will determine in the next generation whether we will have a permanent underclass at home and mass starvation in other parts of the world; who will serve in Congress in the 21st century; and who will compose the music, write the poems, and generally enlarge the culture without which we have no nation.

Graduate education is profoundly involved in the search for solutions to the besetting problems of our time. In my remarks, I shall speak to changes that may be desirable in the Higher Education Act to help assure that there will be enough Americans prepared through graduate study with skills equal to the nation's critical needs. I will suggest some steps that Congress might take in the reauthorization process to increase the opportunity for the brightest undergraduates to pursue advanced studies when tuition costs are prohibitive for many. Implicit in my remarks will be our institutions' concern to assist the Congress and the executive agencies to effectively deliver, manage, and clarify the purpose of the national investment made in graduate education under the Higher Education Act.

Although I shall be speaking primarily to the topic for today--Title IX--the question of graduate student financial aid requires some discussion of Title IV.

Graduate Student Financial Aid

Ten per cent of all the students in American colleges and universities are enrolled in a graduate program. Besides pursuing their own studies, they serve as instructors to undergraduates, and they engage in research as original investigators or colleagues to senior faculty. William G. Bowen, President of Princeton University, recently spoke to another contribution made by graduate students that is of inestimatable value: their willingness to forsake beaten paths. "Graduate students are not set in their ways of thinking," he said. "They have less stake in what has long been accepted and so can afford to be irreverent and to ask fundamental questions."

The cost of graduate school is a problem for a very large number of students, and there is anecdotal evidence that it deters many able and eager young men and women from pursuing advanced study. There appears to be a danger that the determining factor in the composition of the graduate student body is becoming not aptitude or ambition but the ability to pay. Our concern today is not with increasing the number of students in graduate school. Rather, it is with the able, qualified, determined men and women whose finest potential is lost to society because they lack the financial means to pursue a Master's or Ph.D. degree.

Since the passage of the Higher Education Act in 1965, the Federal government has receded from its former extensive support of graduate students through fellowships and traineeships. Only a relatively small number of doctoral students in the sciences can qualify for some Federal support as part of sponsored research projects. In addition to the paucity of fellowships, the financial problem faced by prospective graduate students often comprises several other factors: the high expenses already paid for undergraduate education; diminished earning power due to the demands of one's studies; families who cannot or will not contribute to expenses for graduate work; and the lack of eligibility for Federal student assistance programs (except loans and College Work-Study). Under Title IV graduate students qualify for neither the Basic Grant nor the Supplementary Grant programs.

Title IX authorizes the Graduate and Professional Opportunities Program for groups that have been underrepresented in graduate school in the past, notably women and members of minority groups. But last year's appropriation of only $8 million yielded just 350 awards. Obviously this is too few to increase rapidly or to a satisfactory degree larger opportunities for these groups in our national life.

The combination of Federal policies and rising costs are thus forcing graduate students to turn to borrowing, and the debt burdens of many are growing beyond their capacity to discharge the obligation within a reasonable time after graduation.

Given these problems, we ask the Congress to consider creating a limited, need-based grant program for graduate students at least in their first year. We also urge you to consider changes in the law that would ease the burden of debt being assumed by graduate students who have no other way to finance their education.

Turning to the former proposal first, one option would be for Congress to create a separate authority, by amending Sections 413A of Title IV, to extend Supplementary Educational Opportunity Grants to first year graduate students. Among the most likely beneficiaries of such a change would be students from low-income families, now conspicuously absent from the graduate school population. An SEOG would permit more of them to gain entrance to an advanced degree program, to demonstrate their abilities, and thereby to qualify for financial support that is ordinarily reserved for students who have successfully completed preliminary work.

According to the National Center for Educational Statistics, approximately 750,000 new graduate students were enrolled in 1977. An appropriation under the proposed new authority of $150,000,000 would provide Supplementary Grants of $2000 to 10% of this population. If Congress finds that such a limited, need-based grant program would serve important goals of access and opportunity, the following new language could be added to Section 413A:

> SECTION 413A of the Act is amended by adding a new paragraph (3) as follows and redesignating paragraphs (3) and (4) as paragraphs (4) and (5) respectively:
>
> (3) In addition to the sums authorized to be appropriated by paragraph (1), there is authorized a sum of $150,000,000 for use by such institutions for payment to graduate students for the initial year of graduate or professional study. Funds appropriated pursuant to this paragraph shall be appropriated separate from any funds appropriated pursuant to paragraphs (1) and (2).

An extension of the present authority to allow for the eligibility of first year graduate students for a Supplementary Grant might be an alternative. However, it could erode funds available for undergraduates; and it would lack the accountability that a separate authority would provide.

In the matter of excessive graduate student indebtedness, studies of the problem indicate that loan repayments in excess of 7.5% of after tax income are unduly burdensome. Yet many graduate students, and especially those in the arts and sciences are allowed to--and indeed constrained to--

borrow up to $25,000 to pay for the combined costs of the baccalaureate degrees.

One idea that deserves study is a new authority for a fund to which graduate students could apply for relief after earning their degree. Such a system might work in the following way: at the end of a given year, the former graduate student would submit a record of loan repayments together with a copy of IRS Form 1040 to an agency designated by Congress. The amount of repayment of educational loans during the past year that exceeded 7.5% of after tax income would be reimbursed to the borrower or paid to the lender against payments for the following year.

Finally, associating ourselves with last week's testimony by John C. Crowley, we strongly endorse reaffirmation of the intent of Congress that assistance under the College-Work Study program be available to graduate and professional students.

Institutional Aid

The graduate schools want to help assure that additional Federal investment in their programs under the Higher Education Act will be repaid with quality programs and recognizable benefits to the nation. To this end, we propose refining the broad and general language concerning quality in the present Part A of Title IX by adding at Section 903(b) the following new purposes for which monies may be spent:

> (8) educational experiences, curriculum innovations, externship programs, career counseling, or other activities that enable graduate students to assess or prepare for wider nonacademic professional career options; and
>
> (9) improving the quality of educational activity at an institution that is already engaged in the supported activity at the graduate level and to which activity the institution

has made a substantial commitment of its own resources. Activities supported under this criterion shall have achieved a successful level of performance so that there exists a basis for significant further improvement and the potential for attaining a high level of academic excellence. The supported activity may involve undergraduate, professional, or other graduate units within the institution or arrangements with outside institutions or agencies.

The first amendment to Part A that we propose would authorize funds for programs or projects that address the question: How can we bring to bear on the multitude of acute national needs and problems those skills acquired by men and women who attain master's and doctoral degrees?

The expected pause--no one is certain of its duration or intensity--in the demand for college and university teachers presents to business, government, and other employers an opportunity to acquire more of the nation's most highly trained people. The proposed new subsection (8) would allow Federal support for ongoing programs or ad hoc projects designed to bring together persons newly awarded or about to receive advanced degrees and managers and directors of nonacademic enterprises.

Many graduate schools are making new efforts to prepare students for meaningful work outside the teaching profession by diversifying curricula and giving counsel in career options. Dean Edward L. Keenan of the Graduate School of Arts and Sciences at Harvard University recently challenged his institution and others to

> "make new efforts at job placement and in particular the development of attitudes, techniques, and networks that will permit placement of Ph.D.'s in 'nontraditional,' i.e., nonacademic jobs."

With the prospect by the turn of the century of 60,000 holders of the humanities doctorate alone who have training that may be applied to national needs outside academe, such efforts need the Federal assistance that would be authorized by this amendment. An outstanding example is "Careers in Business," sponsored by the New York State Regents to give additional training in business methods and practices to persons with humanities doctorates. Were additional resources available, innovative career counseling services for graduate students, such as those offered by the Office of Non-Academic Career Counseling and Placement at the University of Michigan, could be made available on a scale that more closely approximated the need. A third, private endeavor that merits mention is the public historian program of the American Historical Association, which performs the service of demonstrating to nonacademic employers the skills of persons with advanced degrees in history.

The second amendment we are proposing, new subsection (9), would assist institutions that are seeking to improve the quality of their present programs and to raise them to a level where they may be compared with similar, well-established programs at other institutions. Funds would not be available for expansion under this new provision; rather, they could be used only to strengthen and improve promising research, instructional, and intramural programs or functioning cooperative arrangements, which by means of the assistance could be elevated to positions of excellence.

The proposed amendment recognizes the innovative efforts already being made by many graduate schools to serve new kinds of students and to give greater service to the nation. Examples of such initiative are plentiful. Mention of three outstanding programs will illustrate the kinds of work that could be recognized and advanced under this new subsection.

- The University of Utah has established a Middle East Center for the study of languages, culture, and economic and political affairs of Mid-Eastern nations. Former Lebanese ambassador Charles Malik recently reminded a Washington audience that our Atlantic heritage has its roots in the Mediterranean, even as our economic life presently depends upon the oil resources of that region. Graduate school programs that have as their goal the creating and enlarging of Americans' perception of themselves as world citizens would be eligible for assistance under the amendment we offer.

- Purdue University has created programs, centers, and institutes involving graduate study and research in American studies, the food sciences, industrial relations, public policy, and a number of other areas. Problems of major concern to the nation--energy, health, environment--must be attacked by scholars and students from many disciplines working together. An approach such as Purdue's could be assisted under the proposed amendment in the reasonable expectation that the nation would realize a return on the investment.

- The University of California has created programs encompassing internships for graduate students in government and industry. Graduate education is a state and local as well as a national resource, bringing technical assistance and current ideas to a variety of critical areas. The proposed new language under Part A of Title IX contemplates the strengthening of its public service.

In addition to these and similar programs, the beneficiaries of such a "quality" amendment would very likely include institutions that, predominantly or historically devoted to minority education, are striving to attain a high rank among graduate or professional schools.

Any improvements wrought in Part A will be unavailing without its renewed funding. Before the competent committees of the Congress, we have joined with others in the higher education community to request such funding so that graduate schools may adapt themselves to serve groups of Americans who are pursuing advanced study for the first time. Women and members of minority groups are perhaps the most visible of these new students. Adults and older Americans in rapidly increasing numbers are also entering graduate school on a part time basis in order to learn new skills, sharpen old ones, and thus increase their on-the-job productivity.

The quality of our public administration has been raised by persons who have won advanced degrees under Title IX, Part C--the public service fellowship program--and then entered careers in Federal, state, and local government. Continual support by Congress of the mining fellowship program--Part D--has demonstrated its value in the past; and with the discovery and development of new mineral resources more necessary than ever, Congress is justified in continuing this authority.

Certain other bills now pending in Congress seem to us worthy of examination by the reauthorizing committees to determine whether their passage would assist graduate education to enlarge its service to the nation. On the occasion when they are heard, the Council of Graduate Schools in the United States would be pleased to provided detailed comment on: the Schools of Education Assistance Act (H.R. 3918), the Urban Grant University Act (H.R. 3181), and the Graduate Educational Access Act (H.R. 2038).

Thank you again for the opportunity to be heard. I will be happy to respond to your questions.

STATEMENT OF JAMES BALLOWE, ASSOCIATE VICE PRESIDENT AND GRADUATE SCHOOL DEAN, BRADLEY UNIVERSITY, PEORIA, ILLINOIS COUNCIL OF GRADUATE SCHOOLS

Mr. BALLOWE. Mr. Chairman and members of the subcommittee, thank you for the opportunity to present recommendations in regard to the Higher Education Act. I am James Ballowe, associate vice president for academic affairs and dean of the graduate school at Bradley University.

As I was listening to Mr. Olson's comments which I had not seen earlier, I was struck with the commonality of the problems which face higher education. I represent a very small private institution with a small graduate program.

I am here also representing the Council of Graduate Schools in the United States whose members award approximately 99 percent of the Ph. D.'s, 85 percent of the master's degrees in this country.

My own institution is what is called a terminal master's degree institution. I speak from that experience but also from the experience of being involved in Council of Graduate Schools concerns which I find are also the concerns of the Association of Graduate Schools.

Mr. Olson has anticipated a number of my remarks concerning title IV, but I would like to amplify a few points for just a second.

At a master's level institution the phrase "the diploma curtain" which Peter Drucker used, has become very real for disadvantaged students.

Students who need financial aid are quite often being cut out of business, education, and industry opportunities because those positions require a master's level—or higher—education. They are cut out principally because there is at the present time no directed aid other than work-study—which is really not very well clarified for the graduate student, as Mr. Olson mentioned—for the fifth year student.

We, too, would urge the separate authority for an SEOG grant for the fifth year student.

In my experience, on the local level, business and our own institution, education, and industry have extended themselves well—although perhaps not as well as they might have—to help these students who are disadvantaged to enter the master's level education.

They have extended themselves perhaps to the point where they feel they need extra help now from the Congress.

We also realize that when the student finishes the fifth year of graduate education, he is quite often, if he has gone into a loan program at the undergradutae level, $13,000 in debt. If he is in the humanities or social sciences, it is very difficult for him to pay off the indebtedness at a rate that is usually required.

We would like some consideration to be given to the easing of that burden.

In terms of institutional aid, the Council of Graduate Schools for the past several years has been conducting studies in quality assessment for master's level and Ph. D. programs. The assessment of quality, of course, is an extremely difficult matter. We have come now to believe that because of diversity, particularly of master's level programs, it is primarily the characteristics of quality that we should consider as opposed to norms or the standards of quality.

We feel that we need some help in determining how graduate level quality can be assessed.

We find the master's level programs which we are presently studying with the Educational Testing Service have a great deal of diversity. What we are interested in asking for is a development of those programs that are already established, to develop them into programs which can better benefit the country's needs for quality education at the master's level and at the Ph. D. level.

We feel that a funding level which would provide a pilot program or programs to help some 100 institutions, particularly in the humanities and social sciences, but in the sciences as well, would be satisfactory.

One of the areas we are interested in is developing quality—and we are talking about developing the quality of existing programs as Mr. Olson mentioned, not expanding programs—would be the development of alternative career programs within the present classical or standard graduate programs.

We would like to see under part A of title IX the authorization of funds which would help expand such things as the New York regents careers in business program. We are quite aware that within 20 years the humanities doctoral holders in the United States will number some 60,000. We feel that the right of an individual to receive a master's or a doctoral program and to study in an area or discipline in which he has a great deal of talent is implicit in higher education and is really necessary for the development of the cultural and social life of our country.

We are very interested in seeing that these people, however, turn to those professions alternative to the teaching profession which can benefit the country. We want them to be educated. We also want business and industry to be educated as to how these people can best serve them, so we are asking for consideration within our quality authorization of the development of alternative career programs.

It has been a pleasure to talk to you and present these problems. As I said, Mr. Olson has anticipated much of what I have to say even though I come from a very different background in graduate education, and I trust there will be consideration of the comments we have made.

Thank you.

Mr. Ford. Thank you very much.

Mr. Joseph Kane.

[The prepared statement of Mr. Kane follows:]

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PREPARED STATEMENT OF JOSEPH P. KANE, VICE PRESIDENT, ASSOCIATION OF JESUIT COLLEGES AND UNIVERSITIES

Mr. Chairman, members of the committee, I am Joseph Kane, Vice President of the Association of Jesuit Colleges and Universities. There are 28 Jesuit colleges and universities, located in 18 states and the District of Columbia, in all areas of the country, having a 1978 undergraduate FTE enrollment of nearly 100,000 and a graduate FTE enrollment of 40,000, along with 660,000 living alumni. In their behalf, I wish to thank you for the opportunity to testify on graduate education programs for the purpose of reauthorization, and for your willingness to listen. In addition, the members of the committee and the full committee enjoy our gratitude for the passage of the Middle Income Students Assistance Act of 1978 - an act which completed the thrust for equity in equal education opportunity largely for undergraduate students begun in 1972.

It is our purpose to offer suggestions to you with respect to the improvement of aid to students and institutions for postbaccalaureate education, particularly at a level of education less than the doctorate, and to a provision of a needed addition to the proposed Urban Grant University bill. In summary, these recommendations are:

1) to provide need-based, grant-type aid to support two years of graduate education at less than the doctoral level, with a small institutional component;

2) to increase the flexibility and funding of the Fund for the Improvement of Postsecondary Education (FIPSE) to support more experimental and demonstration program projects for postbaccalaureate degrees less than the doctorate by:

    providing resources to institutions which provide access to graduate studies in disciplines between the baccalaureate and doctoral levels in which minority and women students are greatly underrepresented, and

3) to add to Title III - Developing Institutions a program to support the enrichment of pre-graduate education of educationally disadvantaged students to enable them to enter graduate study, particularly at the less selective 4-year institutions with sufficient numbers of minority students;

4) to simplify and unify the criteria and regulations for all Title IX programs;

5) to introduce a cooperative education program at the master's degree level as a major component of the Urban Grant University bill program.

It is becoming increasingly evident that doctoral education has stablized. There are many ways to express the same point; statistics indicate that the number of degrees awarded has levelled off and may be slightly diminishing, and it is public knowledge that employment prospects, especially in the academic world, are becoming increasingly limited. On the other hand, recent statements about the master's level of postbaccalaureate education are optimistic about expansion and development. Clark Kerr observes that, "The level of the master's degree can be viewed as the growth aspect of graduate education....Institutions concentrating on master's level education are likely to continue to thrive." Dr. William McElroy, Chancellor of the University of California San Diego, recently remarked that, "There seems to be a ready market in most fields for M.A. graduates, and I predict that despite perturbations now and then, the overall trend for this type of talent can only be upwards in most fields." He adds, "I believe we need another type of terminal masters, those that will match more directly with the needs of industry and government....The number of new degrees should be limited only by bona fide substance, i.e., academic content and the needs of our society." I enclose a copy of these articles for your information in the appendix - more for the reason of validating the situation of postbaccalaureate education today than of justifying our position. These are remarkable articles, reflecting new attitudes and optimism towards the future of graduate education. Both were published in *Communicator*, December, 1978, the newsletter of the Council of Graduate Schools.

It would, therefore, not be too much to say that there has been a remarkable shift in attitude towards the master's level of education - not by those at the forefront of innovation, but by the wise men of education. These do not in any way disparage or diminish the accomplishments of other areas of higher education from the community college to the research university, but, as Dr. McElroy and Charles Kerr, openly welcome the new trends in higher education. These trends reveal a felt need by the public for alternative systems of packaging and delivering higher education programs."

It is, then, not without disappointment that we read that the chief researcher at IBM is quoted by the *Chronicle of Higher Education* as stating that, "The single most important thing for government to do right now is to get rid of the marginal institutions that are draining support for the best and most productive universities." It is indeed well to draw attention to national research issues, or to seek for funds for research universities, but to go so far as to support institutional euthanasia in our political system bode ill for all.

The bare sentence is frightening; it reads like a "final solution" for institutional survival. It is shortsighted to place institutions ahead of people, if only because the institutions, including IBM and those "best and most productive universities," exist by the will of the people through their political representatives. The end result of such a posture could be the disadvantage nationally of all education institutions, even the best.

We hope that attitudes such as these are hastily put to rest, particularly since there appears to be other efforts to promote similar policies, for example, by those who reject geographical distribution as appropriate to awarding grants and contracts for research. There is without doubt a place - to parody someone - for "elite" universities, but not for elitism, and it is well to reflect upon the fact that it is not the purpose of government to maximize the advantages of the wealthy; it should, however, minimize the disadvantages of the not-so-fortunate. Consequently, institutions should be at the disposal of human needs and the wisdom of legislators should decide among priorities, whether it be national research needs, universal postsecondary education, energy or whatever.

We should wish to emphasize - at no matter what level of education - that human needs are dominant and that this country's variety of resources, educational and otherwise, are unparalleled to meet those needs. Just as there are necessarily other educational institutions besides the "best and most productive", so there are necessarily students other than those who can benefit from that kind of education. America's commitment has, providentially, been to both.

It is not without serious reflection on what appears to be extraneous matter to this hearing that we introduce it; but, Mr. Chairman, we are inclined to believe that undue emphasis is being placed on certain types of graduate education and on certain types of institutions. It is partially the intent of our testimony to suggest the restoration of a balance, particularly as it concerns minority participation in postbaccalaureate education.

The following data, hopefully, supports our contention that 1) greater attention must be paid to experimental and demonstration programs for the master's level of graduate education - for both the research-oriented and practice-oriented or professional master's degree, and that 2) there is a need for a broad aid program for postbaccalaureate education leading to the master's degree. These changes have occurred in postbaccalaureate education since 1969/70:

Chart I - Total Degrees Awarded, 1969/70 - 1979/80

	1969/70		1975/76		1979/80 (Estimated)	
Bachelors	798,000	74%	934,000	70%	1,010,000	68%
First Profess.	36,000	3.4%	63,000	4.6%	68,000	4.6%
Masters	209,000	20%	313,000	23%	360,000	24%
Doctorate	30,000	2.6%	34,000	2.4%	38,000	3.4%
Total Degrees	1,073,000	100%	1,344,000	100%	1,476,000	100%

In general, the master's degree has increased as a percentage of total degrees awarded more than the others over the 6-year span 1969-75 (in which the date is verifiable), and may continue to increase over the decade.

The charts which follow indicate:

1) Baccalaureate degrees: since 1969/70, at least 800,000 bachelor's degrees have been awarded each year, reaching a projected one million by 1979/80. This represents a 25% increase for the decade. Over the same period of time, the percentage of the total received by women grew from 43% to 47%.

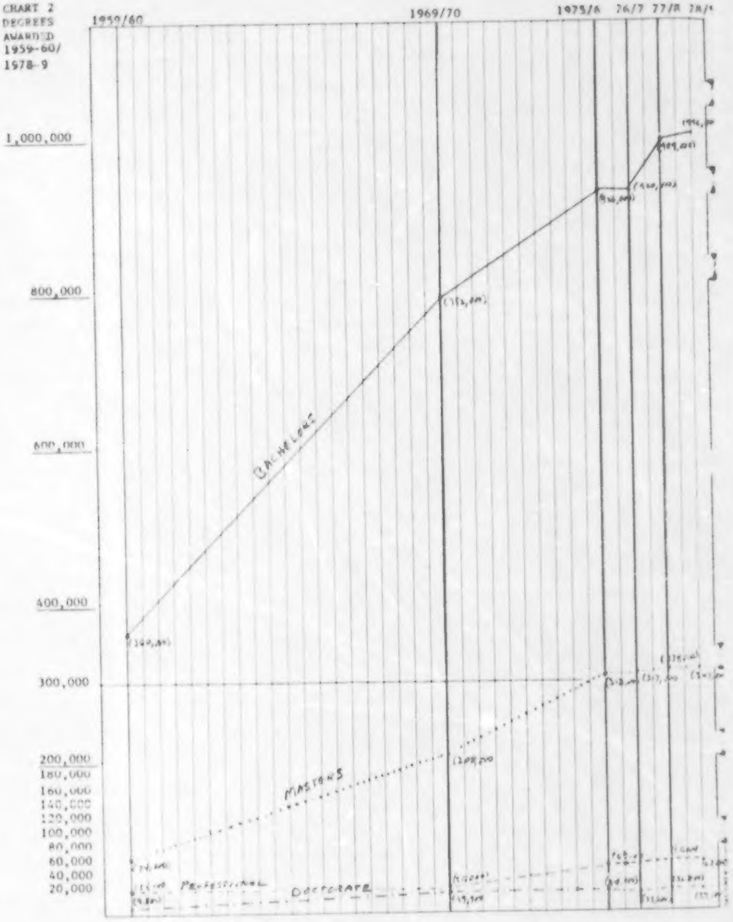
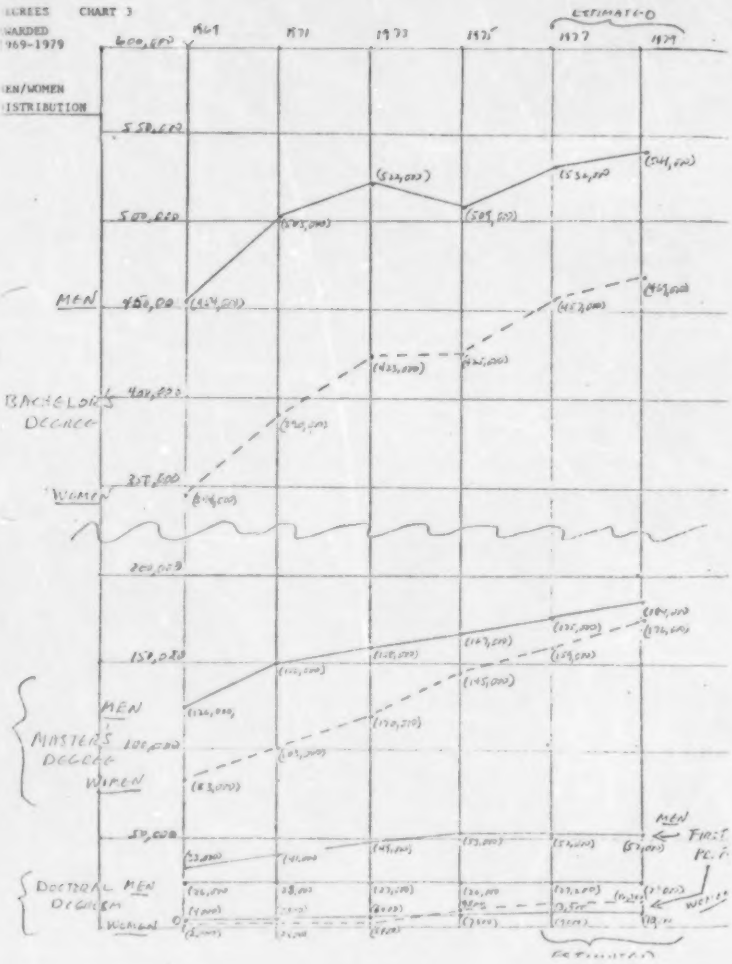


CHART 2
DEGREES
AWARDED
1959-60/
1978-9


EGREES CHART 3
WARDED
969-1979
EN/WOMEN
ISTRIBUTION
ESTIMATED
1969
1971
1973
1975
1977
1979
600,000
550,000
500,000
450,000
400,000
350,000
200,000
150,000
100,000
50,000
0
MEN
BACHELOR'S DEGREE
WOMEN
(434,000)
(505,000)
(522,000)
(505,000)
(536,000)
(541,000)
(344,000)
(390,000)
(423,000)
(425,000)
(457,000)
(465,000)
MEN
MASTER'S DEGREE
WOMEN
(126,000)
(150,000)
(158,000)
(167,000)
(175,000)
(184,000)
(83,000)
(103,000)
(120,000)
(145,000)
(159,000)
(176,000)
MEN
FIRST PR.
WOMEN
(33,000)
(41,000)
(49,000)
(53,000)
(54,000)
(57,000)
DOCTORAL MEN
DEGREES
WOMEN
(26,000)
28,000
(27,000)
(26,000)
(27,000)
(27,000)
(4,000)
(5,000)
(8,000)
(9,000)
(9,500)
(10,500)
(2,000)
(3,000)
(5,000)
(7,000)
(9,000)
(12,000)
ESTIMATED

2) Master's degrees: The increase from 200,000 to 350,000 is about 75% for the decade. Women are expected to account for 49% of the degrees awarded in 1979/80, up from 40% in 1969/70 - from two-fifths to one-half of the degrees.

3) Doctoral degrees: Expected growth is about 10%. The growth rate for men is projected at 10%, for women 125%. Women represented only 13% of the awards in 1969/70, but may reach 30% after a decade.

4) Professional degrees: Projections show that these degrees may increase 90% over the decade. Women's awards could grow a phenomenal 750%; men's awards by 60%; women received about 5% of the degrees in 1969, up to 23% by 1979.

(It should be noted that, although the figures used are taken from publications by the National Center for Education Statistics and ACE Factbooks on earned degrees, there may be slight discrepancies in the data, generally insignificant for the purposes at hand. I am enclosing additional information in the appendices.)

There can be little doubt that many of the disadvantages related to sex are being overcome, even though raw data do not tell the whole story. It is, however, an uneven picture if minorities are considered. Data, unfortunately, is not available to provide trend analysis. The most recent data which I have seen supplies the figures for minority participation for the year 1975/76 for degrees awarded. A summary is given in the table below; for more complete details consult the tables in the appendices:

Minority Degrees Awarded, 1975-76 (with men/women distributions)

	Total	Men	Women	Total Minority	Men	Women	%
Bachelors	920,000	500,000	420,000	94,000	45,000	49,000	10%
Masters	310,000	166,000	144,000	31,000	14,000	17,000	10%
Doctorate	34,000	26,000	8,000	2,400	1,700	700	7%
Profess.	62,000	52,000	10,000	5,900	3,900	2,000	9%

The tables in the appendices disaggregate the minority groups, giving a better and more complete picture of distributions. In any case, minority groups do not share in degrees awarded in accordance with their numbers in the population. Action must be taken now, not necessarily to assure greater participation of minorities tomorrow, but assuredly in the future. Current programs do not meet these needs: the Graduate Education and Professional Opportunities Program (GEPOP) is largely aimed at the doctorate, the most underrepresented, but it takes little account of the less-than-doctoral level opportunities which abound and for which there probably is a larger student potential. Further, GEPOP provided only 354 fellowships its first year, and expects to have 831 in 1979. Only 56 of these in 1978-9 and 85 in 1979 were for Master's level work solely; a reduction from 16% of the total to about 10%.

FINANCIAL NEED

There is certainly no need for a general aid program for postbaccalaureate education. As one writer observed, "The higher the level of education pursued by a student, the higher the correlation to his or her socioeconomic status." Thus a general subsidization would probably be one to those from economically sound backgrounds.

There are arguments, however, for a need-based program to aid financially-needy students to continue education beyond the bachelor's degree. (One source observed that blacks on the average wait nine years before entering graduate schools.) The program must not wield undue influence to force students to seek the doctorate. As a matter of fact, a broad master's program could serve both as a base for the terminal or, as sometimes called, professional master's degree as well as a legitimate stepping-stone when necessary for future pre-doctoral education. Such a program would reduce the excessive weight placed on the doctorate at a time when employment possibilities are slim and expected to remain so. It would also, hopefully, allow the employment mechanism to shape the utilization of programs. (Targeting on perceived manpower needs can be accomplished in other ways, with much less duplication of effort among federal agencies.) All master's degree programs should be eliminated from GEPOP, Domestic Mining and Public Service fellowship programs, and competition allowed with and among all programs. The Graduate Record Examination (GRE) should be the appropriate tool for an institution to admit a student and to determine status and possible compensatory needs.

I make no attempt to offer an appropriate formula for a need-based postbaccalaureate program, but I shall offer a few suggestions for its components. There are differences in institutional costs for varying types of programs: the hard sciences at the expensive end, letters and the social sciences at the less expensive end. Tuition and fees differ among institutions; postbaccalaureate students range widely in age, may be full time or part-time, and even have satisfactory incomes and employment. To balance these differences, were a postbaccalaureate program thought feasible, would be the work of this subcommittee. There already exists a financial need analysis system for graduate students. In any case, however, I suggest the elimination of fellowships and institutional grants and propose grants, loans and a small institutional subsidy (not excluding current eligibility for work-study funds):

For full-time postbaccalaureate students; for each of 2 successive years:

a) a grant equal to one-half tuition, but not more than $1,000;
b) loan availability equal to one-half tuition plus one-half of subsistence (based on a national average), but limited to $3,000/year;
c) institutional award of $200/grantee.

For part-time students (for not more than 4 years):

a) grant equal to one-half tuition, but not more than $500;
b) loan availability, but not more than $1,500/year;
c) institutional award of $100/grantee.

Currently, the GEPOP (Graduate Education and Professional Opportunity Program), Domestic Mining fellowships and Public Service fellowships are appropriated about $16,500,000 annually, accounting for approximately 2,000 fellowships none of which require proof of need. With slightly more funds, the formula suggested above could provide aid to 7,000 full-time and 15,000 part-time students, plus small institutional awards:

	FT Student	PT Student	Inst. Award/$200	Inst. Award/$100
	7,000	5,000		
$1000 award	$7,000,000		$1,400,000	
500 award		$7,500,000		$1,500,000

For a total cost of $17,500,000 plus the inschool loan subsidy, not 2,000 but 22,000 students could be aided in postbaccalaureate education: all based on need. It must be noted that none of the fellowship programs above are based on need.

This suggested aid program is just that - a suggestion. It is intended to highlight the exaggerated emphasis on doctoral programs and their expensiveness and the absence of need criteria, in comparison with a broader prospective postbaccalaureate aid program which could assist many times the number of students. It would even be feasible to make the institutional subsidy an incentive program to be matched by state funds.

Current student aid programs limit graduate student eligibility to the College Work-Study, NDSL and GSL/FISL programs. The graduate student is excluded from both grant programs and the SSIG. But, if one obtains a GEPOP, or other Title IX fellowship, regardless of need, he/she obtains $3,900 and the institution obtains $3,900. To maintain the fellowship/institutional grant device appears vastly inefficient in terms of making funds available to students. In addition, the device tends to monopolize and concentrate opportunity at the doctoral level. While such concentration may be necessary for selected advanced degrees, they seem grossly unnecessary at the general postbaccalaureate level.

The concern of this section has been with student financial need and possible ways to assist students beyond the baccalaureate degree. We have not considered such matters as the capability of institutions to train and educate more postbaccalaureate students, the development of new programs to meet their needs, the special attention needed by those student requiring additional compensatory educational assistance, etc. These considerations were not an oversight; rather, they should be separated from the problems of postbaccalaureate student aid and provided support under other programs.

Master's Program Support: Second and Third Recommendations

As the Committee is aware, the Association of Jesuit Colleges and Universities submitted brief amendments to Title IX on February 16, 1979, concerned solely with the program aspects of graduate education. (See appendix.) As is evident from my opening recommendations, we wish to expand these by suggesting the provision of additional support to FIPSE for educational programs at the master's level and to add to Title III - Developing Institutions, a component which would enable the non-selective 4-year institutions to develop enrichment programs for pre-graduate education, particularly those institutions with adequate numbers of minority students who could benefit from enrichment.

It was with some difficulty that our decision was made to suggest placing new programs and program support in FIPSE and Title III. There were other alternatives, but, on the basis of past experiences, these programs seemed most eligible for the work needed to be done. I call your attention to the FIPSE publications for the years 1978/79 and 1977/78 entitled, *Resources for Change, A Guide to Projects*. While the majority of the projects are directed towards the undergraduate level, there are a few exemplary postbaccalaureate programs aided. Morgan State University received funds to provide better minority participation in urban-related studies. "The new program will offer the first professional and advanced degrees of Master of Architecture, Master of City and Regional Planning, and Master of Landscape Architecture....This is the first year of a three year renewable grant which seeks to support the development, recruitment and promotional elements of the new program." It is noted that fewer than one percent of the 45,000 registered architects are black.

The appendices include the FIPSE advertisement of the Morgan State program, as well as one established at Southern Methodist University which adds a major "practical experience" element to the curricula for the Master of Business Administration. It is this type of program, Mr. Chairman, that we suggest the subcommittee strengthen and promote in new legislation for FIPSE. FIPSE clearly has the mandate to accomplish the task, but it may be useful to target a specific effort towards this goal with distinct funding levels.

Title III is, of course, encountering enough difficulties without our suggestion of new directions. It does seem, however, that the enrichment of pre-graduate programs would be an appropriate component of institutional development and, consequently, should be added to it. The less selective 4-year institutions would be the most in need of assistance and many of them have large numbers of minority and economically-disadvantaged students.

Further aspects of this approach relate to the kinds of programs which should be developed for minority students at the postbaccalaureate level. We cannot say specifically what they ought to be, but we can indicate generally where some of the weaknesses are. An earlier chart gave the general distribution rates of minority degrees conferred. Consonant with that should be distribution of minorities among various types of disciplines. I am enclosing in the appendices, tables, probably unedited, exhibiting the distribution of minorities for the four degree levels by discipline for 1975-76. Again, while they do not tell the whole story, they do indicate, for example, more than 50% of the master's degrees awarded blacks are in education, and two-thirds of the master's degrees awarded black women are in education. Is the educational area the sole road to social mobility for blacks?

Such general discipline divisions as these are necessarily incomplete. Hopefully, more adequate data will indicate the sub-discipline which are pursued by each group. There are, for instance, at least 23 sub-disciplines within the broad category of health and at least 40 in education. More attention must be paid to the phenomena of access of varied disciplines available to all postbaccalaureate students.

Fourth Recommendation

Our fourth recommendation concerns the three programs: Graduate Education and

Professional Opportunities, Domestic Mining, and Public Service fellowships. We have already expressed the need to remove master's degree programs from these programs as well as indicate the high costs for a relatively few students. This is not intended to derogate from the need for aid for minority students seeking the doctoral degree, but it does highlight the vast gap between the bachelor's and doctoral degrees in aid for minority needy and economically-disadvantaged students.

For reauthorization purposes related to the GEPOP program in particular, the committee should review possible duplication of programs. A high percentage of GEPOP awards are in the areas of science and engineering; there is even one award for a D.D.S., supposedly a Doctor of Dental Surgery. In 1978, 53 awards were in the sciences and 21 in engineering out of the 128 university programs. For 1979, approximately 111 were in the sciences and engineering out of 270 programs. The National Science Foundation's Science Education programs include a Graduate Fellowship program, "concerned with the underrepresentation of ethnic minorities and women in the scientific personnel pool," and a special Minority Graduate Fellowship program, "anticipated to award 50 new 3-year fellowships" in 1979. It is not a question of whether one or the other or both programs are needed; what might be usefully examined is the possible confusion of similar or identical programs for awards in the sciences and engineering, particularly since there are other areas requiring implementation.

Fifth Recommendation: Cooperative Master's Degree in Urban-Related Disciplines

In what appears to an otherwise useful bill, the proposed Urban Grant University bill lacks a most important component: education. We realize that the objective of the bill is not intended to be education, but research and service to cities and metropolitan areas, perhaps relying upon the Public Service Fellowship program to meet educational needs. Drs. Arner and Yates, in an article entitled, "Recruitment of Minority Graduate Students," (Communicator, May, 1979) states that, "Urban universities are strategically positioned to make important and significant contributions to increase participation by minorities in graduate study. It is worth noting," they continue, "that a substantial majority of minority group populations in this country reside in urban areas; such an observation speaks both to the opportunities and to the responsibilities of urban universities." The question is: what should be done?

Cooperative education is one of the better ways to educate and employ interested students in areas both of national need and personal development. The president of the University of Detroit, Fr. Malcolm Carron, S.J., testified before this committee on April 26 on its cooperative education program and its commitement "to serve the needs of the urban community." He also noted that the university "has been aiming toward the goal of incorporating participation in the cooperative education program as a degree requirement for all of our students." Relying more upon the needs of cities, however, it would seem that cooperative postbaccalaureate education would be a positive step in assisting urban areas by generating skilled employees familiar with the work to be done.

Consequently, we suggest that a major cooperative postbaccalaureate program be established as part of the Urban Grant University bill to produce more qualified talent to carry on the function necessary to improve our cities. We do not wish to associate this activity with the project-type activities in the proposed bill or refer it to the Public Service Fellowship program. Frankly, we believe that it would be a better device for the purposes to be accomplished than the fellowships, and would improve an already significant bill. We suggest that at least $5 million be authorized for the institutional development of such programs and $20 million to meet the educational costs of 4,000 students for the first year of operation. Formulas would be developed for pro-rating the educational award for tuition and fees only in order to maximize the number of students, particularly the economically-disadvantaged.

GRADUATE EDUCATION IN TRANSITION

By Clark Kerr, Chairman, Carnegie Council on Policy Studies in Higher Education

The graduate student component of higher education in the United States is very volatile. Because of its large size and its tendency for unpredictable aberrations, more so than in undergraduate education, it presents special problems in the planning and management of higher education institutions. While graduate students constituted approximately 13 percent of all resident degree credit enrollments in 1975, they received one quarter of all degrees awarded at the level of bachelors and higher, and they have become an increasingly large segment of higher education over the past five decades.

The lock step curriculum, which was characteristic of graduate as well as undergraduate education for many years, is no longer appropriate. Graduate education is closely tied to (1) the labor market, (2) public policy, and (3) the social and intellectual concerns of the whole society. It is affected by, and must respond to, forces in all these areas.

Other nations have, like the United States, experienced great increases in the number of graduate students, followed by recent declines. In Sweden, graduate enrollment has been very responsive to the labor market: the number of doctorates awarded in medicine increased by 35 percent in the first half of the 1970s while humanities, social and natural science degrees dropped over 50 percent. The number of university graduates in Sweden, those who constitute the pool for graduate enrollments, dropped by one third during the early 1970s, although there are some indications that the downward trend may have been halted in the last year or two as Sweden's campaign to recruit those over 25 years old into higher education began to take effect.

Disaggregated Prospects

In the United States it is quite misleading to speak of "graduate education." There is no such thing. Rather, there are many separate parts with separate histories and separate futures. Any speculation about future graduate enrollments must disaggregate trends by level of degree offering, field of study, region or geographical location, type of institutions, and in other terms.

The level of the master's degree can be viewed as the growth aspect of graduate education. Between 1973 and 1976 the number of master's degrees awarded increased by 18 percent while the number of doctorates dropped two percent. Institutions concentrating on master's level education are likely to continue to thrive, for several reasons:

- Many persons in the labor force will need to return to school for some limited post baccalaureate education to keep up with changing knowledge in their fields, and such a return frequently means working towards a master's degree.
- Others will want to change careers and will need new knowledge and techniques which can be gained in a master's program. Many persons will seek to improve, for personal reasons, their capability in some field of knowledge, and this is very likely to involve education at the master's degree level.
- There is also the phenomenon, sometimes called "catch up," in which persons from groups such as minorities and women, who previously have had relatively small representation in graduate education, will begin attending at rates comparable to those of white males. It is more likely that these persons will, given the nature of the academic job market, work towards master's rather than doctoral degrees.

Prospects at the first professional degree level are also good. Law degrees have many uses in government and industry, and degrees in the various medical professions, except for the M.D. itself, can expect continued expansion of opportunity, especially in those regions where an increasingly aging population is concentrating.

It is at the Ph.D. level that the prospects for the future look poorest, although this is not true of all fields. In general, holders of the Ph.D. have expected to teach in colleges and universities, and over half of them have done so. In the near future, it is possible that less than ten percent of the doctorates will be needed to fill academic job slots, because of demographic factors at the undergraduate level and because of highly tenured in faculties which were hired in the 1960s.

It is difficult to predict what effect the tight academic job market will have on graduate enrollments, but it is certain that enrollments will not drop by 90 percent to match academic employment opportunities, and they should not. Business, government, and society as a whole have a need, and will experience a growing need, for people with high level skills and trained talent such as are developed in graduate programs.

There has been a marked shift in enrollments as among fields of study in the past few years as the traditionally "academic" fields—humanities, foreign languages, some social sciences—experienced decreases in their shares of graduate enrollment, at least in part in response to fewer teaching opportunities available after receipt of the Ph.D. This trend can be expected to continue, while enrollments in mathematics and the physical sciences will remain somewhat more stable, since graduates may be able to look forward to employment in non academic research institutions.

It is in the "professionally oriented" fields that enrollment prospects look the best. The biological sciences with medical applications, computer science, social science related fields that lead to professions, such as business administration and public administration, and applied psychology all have shown recent enrollment increases that will probably continue or hold steady.

We should also disaggregate graduate enrollment prospects by type of attendance. More and more part time students are entering graduate programs, many of them working at the same time. Full time, traditional daytime programs may suffer enrollment declines as more flexible scheduling arrangements, utilizing evening, weekend, or concentrated attendance, are developed.

The future will also differ according to the geographical location of institutions. As population shifts to the Sunbelt states, the South and Southwest have a unique opportunity, compared to other regions, to emerge with one or more additional very distinguished institutions in graduate education.

Different types of institutions are very likely to have quite different futures, too.

The major research universities are likely to remain in satisfactory condition, although funds for research and development, which help support graduate training, and federal policies toward research, are of great concern.

Some of the comprehensive universities and colleges that added graduate programs in recent years, particularly at the doctoral level, are likely to experience difficulties as the smaller number of students concentrates in the better known and more prestigeful universities. Some of these new programs may, and probably should, disappear.

New, and sometimes non-campus, institutions have emerged in the past few years which offer academic programs and degrees, frequently at the master's level. These "market-oriented" institutions make available to their clients, who are often job-holding adults, what the clients want. In a sense, the students can buy "from off the shelf" the pieces of the academic program they desire. Some of these institutions have been very successful in the sense of gaining students in a period of retrenchment elsewhere. Some observers praise these institutions for meeting a real need while others see them as a travesty of higher education. They do reveal a need felt by the public for alternative systems of packaging and delivering higher education programs, and they are likely to proliferate in states where it is relatively easy to start new institutions.

Impact of Public Policy

Especially at the graduate level, public policy will play an increasingly large role in determining the future of higher education. We have already noted the uncertainties large universities experience in the face of shifting federal research and development policies. Not only have total amounts devoted to R & D in real dollars declined, but there has been a shift from basic research, the traditional province of the university, toward applied research, which is often carried out in government agencies or industry, in connection with the mission of the organization. Federal affirmative action requirements will continue to be a major factor in the enrollment patterns of women and minorities. Student aid policies, too, will have an impact. State support is already down at the graduate, compared with the undergraduate, level.

Social and Intellectual Concerns

Support for graduate study, and interest in different fields, will also depend upon widespread public interests and attitudes. Recent emphases on preserving our natural world have led to graduate programs in ecology. Concern about our man-made habitat has provided an impetus to architecture and urban planning courses. Interest in the spiritual world has revived theology, and turning toward an inner world has spurred programs in applied psychology.

Quality

While graduate education moves into its uncertain future, all of us who are concerned with it must be concerned with quality. Some analyses of test scores of students entering graduate admission in a wide variety of fields indicate that quality is down, just as undergraduate quality, as measured by scores on SAT scores, has declined. But graduate education still provides a fairly constant "value added," no matter what the level of the entering students.

Opportunities and Change in Graduate Education

By Dr. William D. McElroy

Remarks delivered by Dr. William D. McElroy, Chancellor of the University of California, San Diego, at the 18th Annual Meeting of the Council of Graduate Schools in the United States

I welcome this opportunity to comment on graduate education and to add some thoughts to your general theme of "The Changing Graduate Scene."

Let me begin by saying that, as a former biologist, I am more comfortable in the natural and, to a lesser extent, social sciences than I am in the humanities. On the humanities and graduate education I trust some of you will remember the views of President Giamatti of Yale, who addressed this group at your meeting last year. The advent of federal money and the rise of postdoctoral education has brought a considerable differentiation between graduate education in the sciences and those in the humanities, and I ask you to bear this in mind.

These points I advance are to be used primarily to spur discussion. Providence has fortunately spared me from any special insights into the future, and when you get to the nub of the matter, your guess is as good as mine.

Let me summarize early. Our society—and indeed the world—requires more not less of the highest quality people from our graduate schools. To meet this requirement, we will have to change our patterns somewhat, institute some new programs, and take some modest risks. Still, none of what I will suggest seems all that radical to me. Finally, I am reasonably confident that, despite the inertia of our academically conservative faculty and the glacier-like movement of our academic institutions, we will probably make many corrections in course, and a decade from now one will note considerable differences on the American graduate education scene.

Now let me tell you why I believe this and some of the concepts we might consider.

It is now perfectly obvious to even the dullest chancellor and president—and even, I might add, to an increasing number of faculty—that American higher education has in fact entered what is too often called a new era. Naturally, some perceptive people have been saying this for five years, but finally the reality has seeped into our consciousness. If there was any doubt, Proposition 13 here in California and similar measures in other states finally drove the point home. And I see no need to belabor the obvious facts of demographics and the end of what in retrospect might be called the Golden Age of Higher Education, the age when everything was bigger and better the following year. Higher education generally has fallen or been pushed off the list of high national priorities. And to make matters worse, it seems that society is punishing us, sending us to a collective hell populated by lawyers, auditors, day care mothers and all of the special interest groups that bedevil us. If H. L. Mencken were with us today, he would make great sport of the complexities, the paradoxes, the ironies of our perceived situation. And maybe with his biting sarcasm, we could look at ourselves more closely and see, at times only, a group of sincere, overworked, sometimes frightened, often pompous and cliche-ridden university administrators struggling with some very difficult problems.

Let me tell you an anecdote. It's not the least bit humorous. It didn't even happen to me, but was told to me by a colleague. Recently there was a working dinner meeting involving leading university presidents with what might be called the academic medical establishment and various university staff members assigned to follow federal health legislation. Person after person rose to speak on yet another important and complex issue. The meeting droned on, and it appeared that medical education was beset with more crises and perils than any sane person or medical dean could reasonably cope with. Finally, a wise big ten president stood up and said words to this effect: I appreciate the complexity, the congressional personalities, the intricate relationships and so on. I appreciate the detailed staff work. But this session is too much. I can only deal with a few basic and fundamental concepts. When you relate to those, I am with you. Otherwise, I am lost, for too much complex information will invariably make us overlook the basic principles.

I think the president's advice is generally good. From my perspective, the more complex our world becomes, the more we must look at fundamentals and not be dazzled by the mechanics and myriad details. For this reason I shall mention four of my bedrock beliefs, beliefs that influence my thinking about graduate education today. If they sound like cliches, perhaps they are, but I do not consider them trite.

- First, the future of the United States as a leader of a society providing for its people in an intelligent, just, beautiful, and human way is inextricably connected to our success in the advanced graduate and professional training of our talented people. Further, these same people are a world resource, for our planet can only survive in a worthwhile way through the wise application of knowledge by highly trained people.
- Second, the quality of these people and the quality of their knowledge is directly linked to our research universities. If our institutions are healthy—that is, financially stable and intellectually vital—there is no doubt that we can provide both the new knowledge and the trained people.
- Third, a true partnership with the federal government must be established. Universities, and of course this means the graduate schools, are currently in deep trouble with the federal government. Jerome Wiesner, President of MIT, recently made a thoughtful speech on this subject. I urge all of you to read it, for it is the best explanation of the situa

tion I have seen. His first two sentences are also a good summary. "The basic relationship between the federal government and the research community, after nearly three decades of the most fruitful partnership, is floundering. Indeed, it has begun to deteriorate and come apart so badly that we have reached a point of crisis that could see the effectiveness of the nation's major research universities seriously curtailed at a time when it sorely needs to be enhanced."

• Fourth, from a biological point of view, the mind set of "steady state," heard to the point of nausea today, is deadly nonsense. A living organism is only in a steady state when it is dead, when there are no signs of life. The university may not be expanding, some may in fact be contracting, but in either case the university must remain vital and creative. I do not believe I'm a Pollyanna when I maintain that this new era has some interesting possibilities that, if we play our cards right and are lucky to boot, will strengthen graduate education and provide society with the new ideas and talented people so greatly needed.

Now I put before you six points, all framed positively but varying in importance, for consideration from your perspective as leaders of graduate education.

1. We must maintain the quality and the quantity of graduate education and the attendant research. The reasons why are obvious, the how is not so clear. We all know the current job situation and the "clogging" problem it has caused in doctoral education. For graduate education to attract the best people, students must see the reasonable prospect of working in their chosen field. Those of us with large postdoctoral programs observe some of our most brilliant young scholars clinging too long to a laboratory appointment through someone else's research grant or contract. Soon, if not now, our postdoctoral safety valve will be no more. We may be able to use a limited number of postdoctorals in some teaching assistant roles, or resurrect the instructor rank. Offhand, this doesn't seem overly promising because it might damage the financing and teaching experience of graduate students. At least for graduate education in the sciences, we need a "pull" mechanism for the next few years to insure that our academically oriented Ph.D.'s get started on independent work and unclog the system. At the same time, we have important research work to do, best done in a university setting. My answer to this involves the federal government. I propose that the government fund, with a sunset provision, doctoral level research appointments within the university. Grantees would have more freedom than postdoctorals, and within two or three years most of them would be expected to enter the competitive grant system. Such a program—with a mechanism to prevent bunching at a few universities—might go a long way to provide incentives to young people entering graduate education. Perhaps the President's science advisor could persuade the various agencies to each contribute a sum, then ask the National Academy of Science to make awards through a competitive review. Of course, there is the problem of space and I have no ready answer except to say that space is a lesser problem than the one I'm trying to solve.

As for the humanities and some social sciences, I have no answer to the clogging or incentive problem except to develop more non-academic job opportunities. If we can maintain a modicum of broadness in these doctoral programs, I should think the prospects for non-academic employment would be better.

2. We must better articulate our graduate programs with industry and government. We have not developed in this country that close cooperation often seen in some European nations. Perhaps we need university based centers to focus on single industry matters. For example, I see nothing wrong, and much to be gained, with a university center specializing on the problems of the railroad industry. Strengthening the research links with industry and government has many advantages for the nation, and in addition, I believe it would strengthen graduate education by opening new career opportunities and additional research opportunities. The prospects of increased corporate support for graduate students would seem brighter, and in many ways we would reduce the barriers between the university and the high technology corporate sector. The best way to transfer technology is to transfer people.

3. Closely allied with my second point is this: We must create fields, subfields or academic units that mesh more practically with the world of the user of specialized knowledge. In the same speech referred to earlier, Wiesner calls attention to one such area, manufacturing technology. As he points out, the opportunity to make better products less expensively is enormous, and yet manufacturing "is hardly studied at all." Fermentation is another technology that comes to the mind of this biologist. We've practically lost the technique, and clearly this process seems to offer industrial opportunities beyond that of brewing beer. We have all heard—and I think it is largely true—that despite the several hundred million cars we have produced, we still don't understand some of the fundamental aspects of combustion within the cylinders.

If we are to be more competitive on world markets, then we must marshal the competitive edge given us by the products and processes (especially research) found in our graduate schools. By so doing we expand the opportunities of our graduates, and we give our faculty solid research opportunities with practical benefit.

4. We must revitalize the M.A. degree, especially in those universities which have tended to deemphasize its importance. There seems to be a ready market in most fields for M.A. graduates, and I predict that despite perturbations now and then, the overall trend for this type of talent can only be upward in most fields.

In addition, I believe we need another type of terminal masters, those that will match more directly with needs of industry and government. I have mentioned manufacturing technology as an example. The number of these new degrees should be limited only by bona fide substance, i.e., academic content, and the needs of our society.

(Continued on Page 4)

Graduate Education *(Continued from Page 3)*

Increased enrollments in these types of programs have a clear and positive fiscal implication for the graduate schools. Financial aid, for instance, would probably be minimal, and the increased numbers of graduate students would enable us to maintain our current faculty.

5. In addition to attracting more minorities and women, we should welcome and facilitate an emerging group of new students—those individuals seeking a second career. Our general affluence, the rapidly changing technologies and the opening of new fields will bring an increasing number of middle-aged people back to the university for graduate education as preparation for new careers. Already we see small numbers of these individuals straggling in to us; perhaps if we made it known that we welcomed them, the numbers would increase.

6. Finally, through all of the devices mentioned above—and certainly the list is not exhaustive—we must keep the graduate schools lively and maintaining at least the current level of Ph.D. production. I don't really worry about the brilliant graduate student, for he or she will generally make their way and their mark in spite of what we do or don't do. I am concerned—and here I speak only of the sciences and social sciences—with the more average graduate students. The American research enterprise receives its direction from those few very gifted individuals, but these critical insights are supplemented, developed, confirmed by what might be called the rank and file scientists. American science may be said to rest on a pyramid of scientists, and it is that great mass of scientists below the apex that makes this nation so extraordinarily productive in comparison to other countries. We cannot afford to lose this competitive edge, and for this reason any drastic reduction in Ph.D.'s would, within a decade, have disastrous national consequences.

It should be clear to you that I present no magic solutions, no silver bullet to cure the problems of graduate education. Certainly different faculties and deans will use different strategies, and perhaps a few weak programs will go under. Still, I am confident that the factors are present for adaptation and adjustment to the new conditions. And although our approaches will vary quite naturally, there is one idea, one concept that all of us should pursue with aggressiveness and vigor. It is timely, it is appropriate, for us to tell the people and their representatives about the value of graduate education and the university to our society. The halcyon golden age has lulled us into thinking that those out there setting policies and paying taxes know what we're doing and why it is important. I doubt if this is true. I think as far as this topic is concerned that we are operating on momentum. We have a very strong story to tell, for we have bountiful examples of how investments in graduate education have returned many times their value to the public. The academic research community will have to do this too, and it may well be that graduate education, at least the science portion, should tie in closely with that effort. At any rate, we must start soon to tell the public about the value of graduate education to our economy and well-being. We must also inform them of the importance of the humanities to the social and cultural well-being of society. No university can be a true university without strong graduate programs in the humanities.

Finally and without a summary, let me suggest that we in the university world should stop our anguished public cries of despair and take the initiative. Let's look on the positive side of a different, not worse, situation in graduate education. Let's relish the change, return to our once active stance where we experimented, innovated, and had fun by developing the finest system of advanced education known to history.

Communicator

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Morgan State University
Baltimore, Maryland

Education in the Built Environment Professions of Architecture, Landscape Architecture, City and Regional Planning and Urban Design has traditionally been the domain of the majority institution, especially at the graduate level. Recent studies by the American Institute of Architects indicate that fewer than one percent of the 45,000 registered architects are Black. Statistics reveal an ever lower representation by minorities in the areas of Landscape Architecture and Urban Design. While limited minority participation in these fields is a problem, the larger concern is the absence of a major center for interdisciplinary study in the Built Environment Professions in a historically Afro-American university.

Toward the alleviation of this situation, Morgan State University has developed a multidisciplinary set of degree programs in the Built Environment Professions. The new programs will offer the first professional and advanced degrees of Master of Architecture, Master of City and Regional Planning, and Master of Landscape Architecture. Additionally, an advanced interdisciplinary degree in urban design will be offered. Staffing for these new programs consist of twelve full time faculty members who are jointly appointed to the several programs which will enroll a total of one hundred and fifty full-time students. These students will experience a structure of coursework that interfaces the disciplines to provide academic training that not only seeks to develop a high level of technical competence but affords a broad and comprehensive understanding of the diverse cultural contexts and related aspects and issues of human habitation.

This is the first year of a three year renewable grant which seeks to support the development, recruitment and promotional elements of the new program. Specifically, the grant will be employed to assist in the development and implementation of an audio-visual recruitment package aimed at minority citizens; to develop both a visiting committee to review the entire effort and technical advisory groups to review individual program direction and content; and to involve noted professionals in a distinguished lecturer series. Additionally a regional conference, "Direction for Built Environment", will be co-sponsored with the educational and professional organizations of the several disciplines.

The expected outcomes of these new programs will inherently improve the current representation of minorities in the Built Environment Professions. Nationally, these new programs will establish Morgan State University as a major center in Built Environment Education. Of more general significance however; will be the development of a cadre of professional designers and planners with a broad knowledge of human habitats and the development of user generated research data for application in the solution of built environment problems.

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Southern Methodist University (SMU)
Dallas, Texas

Traditional, formal MBA curricula have graduated students who are proficient in analyzing theoretical problems, but lack practical experience and skill in discovering problems, planning how to solve them, and carrying out the solutions. For that reason, the School of Business Administration at SMU has been emphasizing "learning by doing." Students and faculty have reacted positively to these methods, but they have had difficulty describing and evaluating the outcomes of learning. The School needs to understand better how the experiential learning process works, how it can apply methods more effectively, and how to allow for individual differences in learning styles among its students.

Up until now, the school has engaged in experiential learning by offering individual projects, a clinic, games, internships, and special courses. In the next three years it will take further steps in these directions. First the faculty will expand research efforts in order to learn more about experiential learning in general. Then they will design and plan an experimental program based entirely on experiential learning for 30 (out of 200) MBA students. During the second year of the project, the program will be implemented. The final year will be spent in evaluation of the project and dissemination of the results. Part of the dissemination plan includes publishing the project findings and conducting a national conference on experience-based learning in the spring of 1978.

The School seeks to accomplish four major outcomes through this project: 1) to demonstrate the potential for successfully conducting an entire MBA program designed solely around an experience-based learning; 2) to develop a more operational understanding of the experiential learning process, including sources of variability among students; 3) to develop a written set of simple methods for designing, conducting, and evaluating experiential learning systems; and 4) to develop guidelines and methods for considering individual learning style measures in academic and career counseling. Evaluation of the project will be based both on performance and reactions from the students involved in the experiment and on feedback from people who react to reported outcomes of the project.

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Association of Jesuit Colleges and Universities
February 15, 1979

Suggested Amendments to Title IX - Graduate Programs

Section 901 (a) of the Act is amended by redesignating paragraph (2) and paragraph (3) as paragraphs (3) and (4) respectively, and by inserting as paragraph (2) the following: "to strengthen, improve and expand where necessary programs leading to the Master's degree, particularly those concerned with urban problems, minority participation, upgrading postbaccalaureate skills, and assisting in increasing productivity."

Section 903(b) of the Act is amended by adding to paragraph (2) the following: strike the semicolon and add: "leading to the Master's and equivalent degrees."

Section 903(b) is further amended by adding a new paragraph after paragraph (7) as follows: (8) the maintenance and improvement of the quality of doctoral programs."

Rationale: Dale Corson, then president of Cornell University and testifying for the Association of American Universities, stated the following before the House Subcommittee on Postsecondary Education on October 28, 1975:

> Traditional graduate education tends to stress the training of students for research and teaching in academic fields. There are going to be fewer of these jobs in the future. At the same time the nation has an urgent need for practice-oriented professional degree programs which prepare students to deal with problems such as energy, the environment, and the needs of the cities. Moreover, there are large new segments of society seeking graduate education: older and part-time workers in particular. All these factors indicate the need to provide flexible ways to encourage universities to experiment with new approaches without giving up the values of those which are established and thoroughly tested.

These remarks remain generally true today with some additions. Little has been done to stimulate "practice-oriented professional" or graduate programs, particularly at the Master's level. Further, despite some predictions of a diminishing graduate level enrollment, there is a vast pool of postbaccalaureate students which could use such programs were they developed. Federal graduate education policy should be aimed at upgrading and developing Master's degree programs to meet such needs as urban problems, minority, women, and ethnic participation, upgrading postbaccalaureate occupational skills, through experimental and demonstration programs at colleges and universities.

TABLE 2A.--NUMBER OF BACHELOR'S DEGREES CONFERRED IN PUBLICLY AND PRIVATELY CONTROLLED INSTITUTIONS OF HIGHER EDUCATION, BY RACIAL/ETHNIC CATEGORY, SEX, AND DISCIPLINE DIVISION: AGGREGATE UNITED STATES, 1975-76

DISCIPLINE DIVISION	TOTAL NUMBER		AMER. INDIAN /ALASK. NAT.		BLACK NON-HISPANIC		ASIAN OR PACIFIC IS.		HISPANIC		TOTAL MINORITY		WHITE NON-HISPANIC		NON-RESIDENT ALIEN	
(1)	WOMEN (2)	MEN (3)	WOMEN (4)	MEN (5)	WOMEN (6)	MEN (7)	WOMEN (8)	MEN (9)	WOMEN (10)	MEN (11)	WOMEN (12)	MEN (13)	WOMEN (14)	MEN (15)	WOMEN (16)	MEN (17)
AGGREGATE U.S.	425,470	507,371	1,102	1,919	33,532	25,774	6,003	7,327	12,610	13,656	53,015	48,876	367,467	448,246	4,188	15,1
STATES AND D.C.	420,347	504,197	1,502	1,919	33,493	25,748	5,874	7,406	7,805	10,333	48,054	45,306	367,380	447,958	4,163	10,9
0100 AGRICULTURE.	3,505	15,942	21	115	37	251	58	160	41	170	151	697	3,404	14,971	30	27
0200 ARCHITECTURE	1,757	7,451	5	50	47	211	43	176	29	192	124	629	1,587	6,531	46	27
0300 AREA STUDIES	1,717	1,367	2	8	65	43	55	56	82	78	204	165	1,491	1,189	22	1
0400 BIOLOGY. . .	19,120	35,843	53	90	1,163	1,169	487	810	669	829	2,372	2,898	16,486	32,263	262	68
0500 BUSINESS . .	28,770	116,258	76	350	3,616	5,902	695	1,676	1,017	2,968	5,404	10,896	22,769	102,965	605	2,4
0600 COMMUNICTNS.	8,956	12,461	17	48	672	603	94	125	149	294	932	1,070	7,940	11,248	84	1
0700 COMPUTER . .	1,120	4,529	1	6	121	202	55	95	22	79	179	382	908	3,961	33	13
0800 EDUCATION. .	134,174	42,701	503	235	10,520	3,702	700	350	5,079	1,374	16,810	5,673	98,923	36,651	441	11
0900 ENGINEERING.	1,402	45,217	2	148	67	1,512	49	1,051	34	1,178	172	3,689	1,241	38,400	69	1,1
1000 ARTS	25,774	16,547	88	67	972	752	428	295	472	432	1,960	1,546	23,508	14,747	306	21
1100 FRGN LANG. .	11,879	3,600	21	12	410	127	190	53	910	360	1,539	555	10,072	3,011	259	11
1200 HEALTH . . .	42,799	11,484	128	38	2,344	358	693	261	962	298	4,128	993	38,297	10,232	373	26
1300 HOME ECON. .	16,506	720	70	5	1,083	60	357	25	264	8	1,693	136	14,945	553	158	7
1400 LAW.	100	425	0	1	7	30	0	1	0	7	7	29	93	392	0	
1500 LETTERS. . .	29,621	22,515	88	73	1,712	758	300	189	1,031	460	3,111	1,480	26,265	20,774	247	26
1600 LIBRARY SCI.	753	57	4	0	73	3	1	0	1	0	80	3	671	54	2	
1700 MATHEMATICS.	6,534	9,321	14	40	422	301	150	196	134	206	720	823	5,746	8,478	88	2
1800 MILITARY SCI	2	1,204	0	1	0	44	0	25	0	40	0	110	2	1,072	0	1
1900 PHYSICAL SCI	4,133	17,472	7	55	203	455	79	230	92	284	381	1,049	3,674	15,993	48	47
2000 PSYCHOLOGY .	27,340	22,575	102	90	2,050	1,166	461	326	889	785	3,518	2,367	23,573	20,377	264	21
2100 PUBLIC SVC .	14,545	18,822	67	93	1,806	1,505	130	252	534	583	2,597	2,383	11,840	16,305	108	13
2200 SOCIAL SCI .	48,535	79,290	202	313	5,271	5,740	742	866	1,645	2,304	7,860	9,523	40,242	68,461	531	1,3
2300 THEOLOGY . .	1,433	3,873	3	7	18	130	6	26	8	57	35	220	1,364	3,547	23	13
4900 INTERDISCIP.	14,499	17,671	88	90	919	857	306	219	552	441	1,845	1,607	12,525	15,881	128	17

TABLE 2B.--NUMBER OF MASTER'S DEGREES CONFERRED IN PUBLICLY AND PRIVATELY CONTROLLED INSTITUTIONS OF HIGHER EDUCATION, BY RACIAL/ETHNIC CATEGORY, SEX, AND DISCIPLINE DIVISION: AGGREGATE UNITED STATES, 1975-76

DISCIPLINE DIVISION	TOTAL NUMBER		AMER. INDIAN /ALASK. NAT.		BLACK NON-HISPANIC		ASIAN OR PACIFIC IS.		HISPANIC		TOTAL MINORITY		WHITE NON-HISPANIC		NON-RESIDENT ALIEN	
(1)	WOMEN (2)	MEN (3)	WOMEN (4)	MEN (5)	WOMEN (6)	MEN (7)	WOMEN (8)	MEN (9)	WOMEN (10)	MEN (11)	WOMEN (12)	MEN (13)	WOMEN (14)	MEN (15)	WOMEN (16)	MEN (17)
AGGREGATE U.S.	145,891	167,380	363	433	12,545	7,825	1,918	2,893	3,057	3,329	17,883	14,480	125,496	140,403	3,712	12,477
STATES AND D.C.	144,370	166,674	355	429	12,539	7,825	1,883	2,884	2,437	2,892	17,212	14,030	123,448	140,371	3,710	12,473
0100 AGRICULTURE.	478	2,877	0	5	6	71	19	59	4	35	29	170	359	2,238	90	469
0200 ARCHITECTURE	670	2,545	2	5	54	143	13	93	6	40	75	277	549	1,974	46	294
0300 AREA STUDIES	420	517	1	1	12	14	32	37	15	21	60	73	330	405	29	39
0400 BIOLOGY. . .	2,107	4,536	5	10	105	110	60	80	33	50	203	260	1,785	3,978	119	298
0500 BUSINESS . .	4,981	37,782	7	65	310	1,250	139	668	73	522	533	2,493	4,072	32,478	372	2,811
0600 COMMUNICTNS.	1,518	1,821	3	1	80	81	20	34	14	20	126	136	1,342	1,563	50	122
0700 COMPUTER . .	577	2,225	0	7	7	54	18	61	4	15	29	137	301	1,809	47	279
0800 EDUCATION. .	82,721	45,910	321	169	8,776	3,666	697	399	1,638	1,146	11,332	5,380	70,299	39,285	1,090	1,245
0900 ENGINEERING.	500	15,710	0	40	23	214	34	512	8	230	65	996	415	11,291	100	3,431
1000 ARTS	4,317	4,500	10	10	127	150	67	69	33	77	237	306	3,955	4,046	125	148
1100 FRGN LANG. .	2,341	1,173	4	1	77	42	41	12	140	74	272	129	1,955	969	114	75
1200 HEALTH . . .	8,416	4,269	27	21	453	165	186	115	196	108	862	417	7,318	3,540	236	304
1300 HOME ECON. .	1,977	175	1	0	99	5	30	3	32	2	161	10	1,703	157	113	8
1400 LAW.	173	1,269	0	5	7	50	1	10	4	21	12	73	129	944	32	252
1500 LETTERS. . .	6,370	4,728	14	9	310	140	91	25	150	91	565	321	5,270	4,180	235	227
1600 LIBRARY SCI.	6,331	1,753	13	4	355	71	122	32	94	40	584	155	5,608	1,579	139	59
1700 MATHEMATICS.	1,313	2,545	1	5	56	74	25	71	19	39	101	189	1,152	2,114	50	242
1800 MILITARY SCI	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
1900 PHYSICAL SCI	827	4,683	0	4	55	105	30	119	21	59	86	292	640	3,831	101	559
2000 PSYCHOLOGY .	3,640	4,175	0	5	220	196	43	57	82	116	362	375	3,202	3,691	84	109
2100 PUBLIC SVC .	7,814	9,433	26	34	930	660	120	129	346	370	1,416	1,143	6,205	7,964	153	322
2200 SOCIAL SCI .	5,053	10,836	14	24	394	409	60	175	90	221	506	909	4,173	8,926	294	1,001
2300 THEOLOGY . .	926	1,914	0	1	17	30	4	46	10	32	31	117	856	1,654	39	143
4900 INTERDISCIP.	1,725	1,997	3	5	49	61	20	16	30	27	110	114	1,569	1,815	46	68

TABLE IC.--NUMBER OF DOCTOR'S DEGREES CONFERRED IN PUBLICLY AND PRIVATELY CONTROLLED INSTITUTIONS OF HIGHER EDUCATION, BY RACIAL/ETHNIC CATEGORY, SEX, AND DISCIPLINE DIVISION: AGGREGATE UNITED STATES, 1975-76

DISCIPLINE DIVISION	TOTAL NUMBER		AMER. INDIAN /ALASK. NAT.		BLACK NON-HISPANIC		ASIAN OR PACIFIC IS.		HISPANIC		TOTAL MINORITY		WHITE NON-HISPANIC		NON-RESIDENT ALIEN	
(1)	WOMEN (2)	MEN (3)	WOMEN (4)	MEN (5)	WOMEN (6)	MEN (7)	WOMEN (8)	MEN (9)	WOMEN (10)	MEN (11)	WOMEN (12)	MEN (13)	WOMEN (14)	MEN (15)	WOMEN (16)	MEN (17)
AGGREGATE U.S.	7,803	26,191	18	77	682	771	118	542	119	303	887	1,685	6,389	20,912	527	3,54
STATES AND D.C.	7,797	26,133	18	77	682	771	118	542	107	300	881	1,880	6,389	20,911	527	1,54
0100 AGRICULTURE.	61	887	1	4	2	16	2	19	0	0	6	38	50	565	11	241
0200 ARCHITECTURE	15	59	0	0	1	0	1	1	0	0	2	2	10	42	1	16
0300 AREA STUDIES	58	130	0	1	3	4	5	4	1	1	9	10	43	108	6	8
0400 BIOLOGY. . .	731	2,876	0	0	17	35	24	76	7	16	48	133	606	2,360	73	384
0500 BUSINESS . .	17	906	0	6	0	17	0	18	0	0	6	30	30	701	2	157
0600 COMMUNICTNS	50	150	1	1	1	6	0	0	0	3	2	10	46	137	3	4
0700 COMPUTER . .	13	221	0	1	0	0	0	4	0	1	0	6	12	170	1	45
0800 EDUCATION. .	2,503	5,106	0	27	204	305	15	41	46	66	266	542	2,138	4,300	100	16
0900 ENGINEERING.	66	2,796	0	3	0	10	3	121	1	16	5	150	51	1,631	12	96
1000 ARTS	175	450	0	1	0	10	5	5	0	3	12	18	151	413	10	27
1100 FRGN LANG. .	416	403	1	2	5	3	0	0	1	18	17	23	350	305	43	51
1200 HEALTH . . .	166	400	1	1	3	11	4	10	1	4	11	26	147	306	8	67
1300 HOME ECON. .	127	31	0	0	3	0	2	1	1	0	6	1	110	46	4	4
1400 LAW.	3	73	0	0	0	0	0	0	0	0	0	0	1	55	2	16
1500 LETTERS. . .	803	1,509	1	4	30	33	10	10	11	13	52	60	770	1,308	30	91
1600 LIBRARY SCI.	33	50	1	0	3	1	1	0	1	0	5	1	25	38	1	7
1700 MATHEMATICS.	80	780	0	1	1	6	3	30	1	11	5	48	71	577	18	24
1800 MILITARY SCI	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
1900 PHYSICAL SCI	300	3,132	0	1	3	18	10	78	7	15	26	105	315	2,460	30	515
2000 PSYCHOLOGY .	815	1,783	1	5	13	47	10	26	5	30	39	104	753	1,331	27	61
2100 PUBLIC SVC .	102	217	0	7	10	19	1	4	6	7	17	33	81	161	4	24
2200 SOCIAL SCI .	894	3,257	0	0	35	82	9	63	5	18	49	151	787	2,607	53	457
2300 THEOLOGY . .	40	850	0	0	1	21	0	0	0	3	2	27	30	781	1	43
4900 INTERDISCIP.	87	176	0	0	3	4	0	2	1	3	4	13	78	140	1	21

TABLE ID.--NUMBER OF FIRST-PROFESSIONAL DEGREES CONFERRED IN PUBLICLY AND PRIVATELY CONTROLLED INSTITUTIONS OF HIGHER EDUCATIO BY RACIAL/ETHNIC CATEGORY, SEX, AND DISCIPLINE DIVISION: AGGREGATE UNITED STATES, 1975-76

DISCIPLINE DIVISION	TOTAL NUMBER		AMER. INDIAN /ALASK. NAT.		BLACK NON-HISPANIC		ASIAN OR PACIFIC IS.		HISPANIC		TOTAL MINORITY		WHITE NON-HISPANIC		NON-RESIDENT ALIEN	
(1)	WOMEN (2)	MEN (3)	WOMEN (4)	MEN (5)	WOMEN (6)	MEN (7)	WOMEN (8)	MEN (9)	WOMEN (10)	MEN (11)	WOMEN (12)	MEN (13)	WOMEN (14)	MEN (15)	WOMEN (16)	MEN (17)
AGGREGATE U.S.	9,836	52,781	59	178	678	2,016	326	810	193	1,216	1,106	4,218	8,522	47,844	158	695
STATES AND D.C.	9,745	52,445	26	165	670	2,016	276	810	164	915	1,094	3,904	8,521	47,842	130	699
12040 DENTISTRY .	290	4,799	0	10	29	157	10	110	16	115	58	428	181	4,721	16	60
12060 MEDICINE .	2,780	11,540	11	75	206	504	95	211	90	249	305	990	1,832	10,175	39	165
12091 OPTOMETRY .	35	680	0	2	3	11	8	33	1	7	12	53	66	815	1	10
12104 OSTEOPATHIC	78	759	0	3	4	8	0	3	0	6	4	18	58	738	0	3
12111 PHARMACY . .	178	588	0	1	3	4	47	61	3	6	51	72	78	820	5	6
12101 PODIATRY .	11	617	0	1	1	2	0	11	0	7	1	21	30	593	0	1
12180 VETERINARY .	377	1,235	1	10	3	16	3	4	0	7	8	43	371	1,204	0	8
12211 CHIROPRACTIC	107	1,410	0	0	3	33	4	54	4	61	11	148	125	1,193	11	91
14011 LAW	6,365	26,771	26	58	417	1,102	56	233	101	697	608	2,111	5,527	24,010	49	150
15011 THEOLOGICAL	521	4,824	1	46	18	190	3	41	9	88	33	335	389	4,323	8	151
57990 OTHER . . .	3	17	0	0	0	1	0	0	0	0	0	1	3	23	3	1

STATEMENT OF JOSEPH KANE, VICE PRESIDENT, ASSOCIATION OF JESUIT COLLEGES AND UNIVERSITIES

Mr. **KANE**. Mr. Chairman, members of the committee, Mr. Buchanan, I am Joseph Kane, vice president of the Association of Jesuit Colleges and Universities. There are 28 Jesuit colleges and universities located in 18 States and the District of Columbia, in all areas of the country, having a 1978 undergraduate FTE enrollment of nearly 100,000 and a graduate FTE enrollment of 40,000, along with 660,000 living alumni.

I asked my president why we wanted to put in "living" and he said that way we will know that our votes are straight.

In their behalf I wish to thank you for the opportunity to testify on graduate education programs for the purpose of reauthorization and for your willingness to listen.

In addition, the members of the committee and the full committee enjoy our gratitude for the passage of the Middle Income Student Assistance Act of 1978—an act which completed the thrust for equity in equal education opportunity largely for undergraduate students begun in 1972.

It is our purpose to offer suggestions to you with respect to the improvement of aid to students and institutions for postbaccalaureate education, particularly at a level of education less than the doctorate and to a provision of a needed addition to the proposed urban grant university bill.

In summary, these recommendations are:

First, to provide need-based, grant-type aid to support 2 years of graduate education at less than the doctoral level with a small institutional component.

Second, to increase the flexibility and funding of the Fund for the Improvement of Post-secondary Education (FIPSE) to support more experimental and demonstration program projects for postbaccalaureate degrees less than the doctorate by providing resources to institutions which provide access to graduate studies in disciplines between the baccalaureate and doctoral levels in which minority and women students are greatly underrepresented.

Third, to add to title III, Developing Institutions, a program to support the enrichment of pregraduate education of educationally disadvantaged students to enable them to enter graduate study, particularly at the less selective 4-year institutions with sufficient numbers of minority students.

I am going to limit my comments to just those three.

Our suggestions are a bit more radical than those we have heard so far, but I think I agree with those who believe, first of all, that we should get to the student before he graduates and, second, I think that we should provide more than the 4 years of education we are now providing with grants.

I am going to turn to the page where the first chart is. I apologize for not numbering the pages. The chart is degrees awarded and at the left of that I am going to start reading, on the data there.

The following data hopefully supports our contention that: (1) Greater attention must be paid to experimental and demonstration programs for the master's level of graduate education, both for the research oriented and practice oriented or professional master's degree and that; (2) there is a need for a broad aid program for postbaccalaureate education leading to the master's degree. These changes have occurred in postbaccalaureate education since 1969-70.

The reason I put the 1975-76 figures in is that they are verifiable figures. The others are estimates for 1979-80.

As you see, the masters' program is growing, the bachelors' program is decreasing, and actually the doctorate is remaining more or less level.

For baccalaureate degrees, since 1969-70, at least 800,000 bachelor's degrees have been awarded each year, reaching a projected 1 million by 1979-80. This represents a 25-percent increase for the decade.

Over the same period of time, the percentage of the total received by women grew from 43 percent to 47 percent.

Master's degrees: The increase from 200,000 to 350,000 is about 75 percent for the decade. Women are expected to account for 49 percent of the degrees awarded in 1979-80, up from 40 percent in 1969-70, from two-fifths to one-half of the degrees.

Doctoral degrees: Expected growth is about 10 percent. The growth rate for men is projected at 10 percent; for women, 125 percent.

Women are expected to represent 30 percent of the total number of doctorates for the decade.

For professional degrees, the projections show that these degrees may increase 90 percent. Women's awards grew a phenomenal 75 percent; men's by 60 percent.

Women will receive about 23 percent of these degrees by 1979.

There can be little doubt that many of the disadvantages related to sex are being overcome, even though raw data do not tell the whole story.

It is, however, an uneven picture if minorities are considered. Data, unfortunately, is not available to provide trend analysis. The most recent data which I have seen supplies the figures for minority participation for the year 1975-76 for degrees awarded and the table is in there for minority groups.

You may consult the last two pages of the appendixes for the breakdown by disciplines, but I will come to that in a moment.

In any case, minority groups do not share in degrees awarded in accordance with their numbers in the population.

Action must be taken now, not necessarily to assure greater participation of minorities tomorrow, but assuredly in the future.

Current programs do not meet these needs. GPOP is largely aimed at the doctorate, the most underrepresented, but it takes little account of the less-than-doctoral level.

Let me go to financial need. There certainly is no need for a general aid program for postbaccalaureate education. As one writer observed, "The higher the level of education pursued by a student, the higher the correlation to his or her socioeconomic status."

Thus a general subsidization would probably be one to those from economically sound backgrounds.

There are arguments, however, for a need-based program to aid financially needy students to continue education beyond the bachelor's degree. One source, the National Research Council, observed that blacks on the average wait 9 years before entering graduate schools.

The program must not wield undue influence to force students to seek the doctorate. As a matter of fact, a broad master's program could serve both as a base for the terminal or, as sometimes called, professional master's degree as well as a legitimate steppingstone when necessary for future predoctoral education. Such a program would reduce the excessive weight placed on the doctorate at a time when employment possibilities are slim and expected to remain so.

It would also, hopefully, allow the employment mechanism to shape the utilization of programs. All master's degree programs should be eliminated from GPOP, Domestic Mining and Public Service fellowship programs, and competition allowed with and among all programs. The GRE should be the appropriate tool for an institution to admit a student and to determine status and possible compensatory needs.

Now, I suggest a formula for providing assistance to these types of students. It is just a suggestion and it is only intended to compare with the present $16.5 million which GPOP, domestic mining and public service receive. With that $16.5 million, you have about 2,000 fellowships. If you provided a grant equal to one-half tuition but not more than $1,000 for full-time students, loan availability equal to one-half tuition plus one-half of subsistence which is based on a national average, but limited to $3,000 a year, and a small institutional award of $200, and half of that for part-time students, you could, for slightly more money, $17,500,000, excluding the in-school loan subsidy, have 22,000 students full and part time.

Furthermore, since it is need-based and none of the other programs are need-based—in other words, there is no reason to suspect that those who are getting these fellowships have any need whatsoever—the placement of the need-based program would allow the money to be spread to aid the minorities and the economically disadvantaged. There does exist a financial analysis system for graduate education.

So far as programs are concerned, we believe FIPSE should be the agency for development of a postbaccalaureate program similar to the one I placed in here in the appendix on Morgan State. That type of program I think should be supported.

And for Title III there should be some program support to increase the educational opportunities of pregraduate students to enable them to go to graduate education.

I have one last thing I am going to comment on, to bring to the attention of the committee. It is on page 2 of my statement.

It is then not without disappointment that we read that the chief researcher at IBM is quoted by the Chronicle of Higher Education on April 30, 1979, as stating that—

> The single most important thing for government to do right now is to get rid of the marginal institutions that are draining support for the best and most productive universities.

In the Senate the other day a researcher from Duke University mentioned the fact that some 200 institutions will go under in the next few years. It is not hard to surmise that he is referring to independent colleges and universities because the public colleges and universities rarely go under.

The sentence which the gentleman from IBM makes sounds very much like a final solution for institutional survival of a certain type of institution. It is shortsighted to place institutions ahead of people, if only because the institutions, including IBM and those best and most productive universities, exist by the will of the people through their political representatives. The end result of such a posture could be the disadvantage nationally of all education institutions, even the best.

We hope that attitudes such as these are hastily put to rest, particularly since there appears to be other efforts to promote similar policies, for example, by those who reject geographical distribution as appropriate to awarding grants and contracts for research. There is without doubt a place—to parody someone—for elite universities, but not for elitism, and it is well to reflect upon the fact that it is not the purpose of government to maximize the advantages of the wealthy; it should, however, minimize the disadvantages of the not so fortunate.

Consequently, institutions should be at the disposal of human needs and the wisdom of legislators should decide among priorities, whether it be national research needs, universal postsecondary education, energy or whatever.

We should wish to emphasize, at no matter what level of education, that human needs are dominant and that this country's variety of resources, educational and otherwise, are unparalleled to meet those needs. Just as there are necessarily other educational institutions besides the best and most productive, so there are necessarily students other than those who can benefit from that kind of America's commitment has, providentially, been to both.

I will end there, Mr. Chairman. Thank you for the opportunity for commenting on title IX and its programs.

Mr. FORD. Thank you.

Before we begin the questions, at this point without objection I would like to insert in the record the summary forwarded to me by Dean Robert Yegge of the University of Denver College of Law summarizing the recommendations of the Association of American Law Schools and Law School Admissions Council with particular emphasis on the loan program, some three pages here, as well as some comment on grant programs.

[The information forwarded by Dean Robert Yegge follows:]

LEGISLATIVE PROPOSALS FOR FINANCING LAW SCHOOL EDUCATION

In 1979-80 the Congress will have to reauthorize the Higher Education Act of 1965. On February 15, 1979, the AALS and LSAC jointly submitted a package of legislative proposals to the Subcommittee for Post-secondary Education in the House (chaired by Cong. William D. Ford, Dem. - Mich) focussing on changes in the loan and grant programs, with particular emphasis on their impact on graduate and professional education. The Subcommittee will hold hearings on these and similar suggestions for change from March to June with a view to drafting legislation in the summer and fall. The Senate will probably not act until the House completes its work. Below is a summary of these proposals and the problems they are intended to address:

The Problem - Paying for legal education, which may cost anywhere from $3,500 to $9,500 or more annually (including tuition, books, and living expenses) is an increasing burden, particularly on top of paying for the first four years of higher education. Student earnings and parental contributions are usually insufficient to bear the full cost. The grant aid that exists is sparse. Only 11% of the tuition and fees in 141 law schools is accounted for by grants. Almost half of these grants represents income transfers within schools from the higher to the lower income students, which helps to boost the cost of education for the former.

Loans constitute the main vehicle for financing legal education. Loan dollars, amounting to $150 million, cover 49% of all tuition and fees. 71% of these law school loans are in the Guaranteed Student Loan category, while 20% flow from the National Defense Student Loan Program. Just as loans represent the major source of income for law schools, so are law schools disproportionate recipients of Federally-aided loans. The law school world in 1978-1979 accounts for approximately $110 million or 5.5% of all of the guaranteed student loans committed this year, even though law students comprise less than 1.4% of the students enrolled in the nation's colleges and universities who are eligible for such loans.

Loans in even more substantial volume are, therefore, the primary solution, but many students are understandably leery of them, given the level of debt they will confront upon graduation. At Georgetown and Yale, the median educational debt burden for graduating students in 1979 will be in the $10,000 to $12,000 range and that figure will likely rise by close to $2,000 in 1979-1980 because of increased borrowing ceilings.

GAPSFAS data for 1977-78 reflect (with 20,638 reporting) that 60% of the participating law students had educational debt with a mean close to $4,300, while, by the third or fourth year in graduate school, the level of indebtedness in the 90th percentile rose to between $10,000 and $12,000.

Under the existing GSL program, $12,000 in debt would result in initial annual repayment burdens of approximately $2,040, forcing the graduate either to seek only the highest-paying form of employment or placing the graduate in a state of undue financial strain because of debt service or mandating default. Recent studies of manageable annual debt repayments, particularly one by Dwight Horch of the Educational Testing Service and Director of GAPSFAS, indicate that most new lawyers would have trouble allocating more than 6.6% of after-tax income for educational debt repayment.

The Solution

I. Loan Proposals:

Loan Terms - Replace the current flat rate 10-year loan with a loan providing for graduated repayment over a 20-year period, if the individual's overall educational debt exceeded $15,000 or over 15 years, if such debt was more than $5,000. Payments would rise gradually over the life of the loan, reflecting the borrower's increasing earning capacity (attributable in substantial part to his or her education level). The slope of graduation, ranging from 3% to 9%, would be selected by the borrower within nine months of finishing his or her education, prior to the start of repayment of the loan.

This type of loan is currently used, among others, by Federally chartered savings and loan associations for home mortgages and is attractive to buyers who expect their incomes to increase. Since the existing 7% GSL loan involves a Federal subsidy of $456 per $1000 borrowed, $1000 in a graduated repayment loan would effectively amount to a grant of between $800 and $900 over the life of the loan, if the impact of inflation over a period of 20 years is taken into account.

Interest Rate - 7% to the borrower as under existing law. The banks would be able to earn more than the current 12% maximum (the difference is subsidized by the Federal government) by eliminating the cap on the special allowance rate (91-day Treasury bill rate less 3.5%, but no more than 5% over twelve months). Because of the cap, the rate will be quite low at the start of fiscal 1980, resulting in a diminished supply of loan money at the very time when most students are trying to secure loans.

Maximum Debt Limits - Change cumulative borrowing limits to reflect the rising cost of education to $10,000 for undergraduate education (with annual limits only for the freshman year) and an additional $20,000 for the graduate years (no annual limit). The $10,000 for undergraduate education would be available in the graduate years to the extent that it was unused. The maxima would be CPI-indexed annually.

Other Terms - Each borrower would have the right to consolidate all federally-guaranteed educational debt into one overall loan.

Forgiveness - To encourage career choices in the public interest and to avoid income maximizing as the sole employment motive, loans would be cancelled on an increasing scale over 5 years (15/15/20/20/30) if two conditions were met. First, 75% of the borrower's gross income would have to come from wages paid by state or local governments or subdivisions or by private non-profit institutions and, second, annual income would have to fall below a fixed ceiling, which for lawyers would be the entry level salary for a Federal attorney.

II. Grant Proposals

At the moment, the only grant program available to law students is GPOP, the Graduate and Professional Educational Opportunities Program, budgeted at $15 million in fiscal year 1980 to provide fellowships worth nearly $3,900 a year to 1,700 minority and female graduate students. This provides graduate students only 1/163rd of the grant sums available for undergraduates through BEOGs, although graduate students comprise 1/10th of all of the seats in colleges and universities. The law school world has suggested that Congress consider keeping GPOP, but adding to it a more general graduate education grant program that would provide 100,000 grants annually at a maximum stipend of $1,500 a year. But even this $150 million program, however modest in comparison to the $2.4 billion for BEOGs, is not likely to be instituted unless it is strongly supported because of concern for the size of the deficit.

MEMBERSHIP OF THE POST-SECONDARY SUBCOMMITTEE OF

THE EDUCATION AND LABOR COMMITTEE OF THE HOUSE OF REPRESENTATIVES

	Name	Legal Affiliation	D.C. Phone	Office Address
Democrats	William D. Ford (Mich)	Univ. of Denver College of Law	225-6261	2268 Rayburn
	John Brademas (Ind.)	not a lawyer	225-3915	1236 Longworth
	Mario Biaggi (N.Y.)	New York Law School, 1963	225-2464	2428 Rayburn
	Peter Peyser (N.Y.)	not a lawyer	225-5536	301 Cannon
	Frank Thompson (N.J.)	Wake Forest Univ. School of Law	225-3765	2109 Rayburn
	Joseph Gaydos (Pa.)	pre-law Duquense Univ., Notre Dame Law School	225-4631	2201 Rayburn
	Paul Simon (Ill.)	not a lawyer	225-5201	227 Cannon
	Austin Murphy (Pa.)	Univ. of Pittsburgh School of Law	225-4665	212 Cannon
	Ted Weiss (N.Y.)	Syracuse Univ. College of Law, 1952	225-5635	132 Cannon
	William Ratchford	Georgetown Univ. Law Center, 1959	225-3822	437 Cannon
Ex-officio	Carl Perkins (Ky.)	Univ. of Louisville School of Law	225-4935	2328 Rayburn
Republicans	John Buchanan (Ala.)	Samford Univ. Law School	225-4921	2263 Rayburn
	James Jeffords (Vt.)	Harvard Law School	225-4115	1510 Longworth
	Mickey Edwards (Okla.)	Okla. City Univ. Law School	225-2132	413 Cannon
	Thomas Tauke (Ia.)	Univ. of Iowa College of Law	225-2911	319 Cannon
Ex-officio	John Ashbrook	Ohio State Univ. College of Law	225-6431	1436 Longworth

Mr. FORD. One general question, gentlemen.

As we look at the statistics with respect to the graduate education and try to determine what they really mean, the conclusion is drawn by more than one of you that we are experiencing a return to the pre-World War II pattern of the more affluent population being the students at the graduate level while people from the rest of society are doing something else.

My own hunch is that the figures are not as bad as they look because of the change in the attitudes that have taken place and are promoted by constant reference in the press and elsewhere to the decline in value, economic value, of graduate education.

It doesn't translate as readily as it once did into an improved economic status. Therefore, people facing economic pressures are not discontinuing their education but going to alternatives to what had been graduate education in the past.

You mentioned IBM, for example, which operates a proprietary school system that for the most part enrolls college graduates, as I understand it, in their computer education program.

To what degree are these figures on the decline in middle- and low-income participation in graduate schools explained by a voluntary decision made by students to seek alternatives to the former pattern of graduate school as a way to top off or complete their formal educational experiences in preparation for lifetime in the workplace?

Isn't this a significant factor in today's world as distinguished from even 10 years ago?

Does anyone want to respond to that?

Mr. Olson. Mr. Chairman, I would respond to that.

I think there is a degree of voluntary decision. One of the problems is that the decision frequently is made, I think, on the basis of a short-run view of prospects. There is also the problem in the humanities and in some of the social sciences that employment opportunities are drying up in teaching and research and this is, I think, one of the problems facing the country, that these young people are making the decisions strictly on the financial aspects of the career, and I think it would be in the national interest if we could devise a situation in which that decision would not have to be made solely on that basis.

I would think that the proposals we have suggested may help turn that situation to a degree. Others may have a different view.

Mr. Ford. How do you respond to the other person who says I am thinking about graduate school but maybe I might be better off if I could plug myself into a large corporation some place where I could be trained for a sure thing in terms of the economic base that I feel I am going to need to support my family and live in something close to the style that I would like to have for the rest of my life? And to what degree should we really be concerned that that is not a good or proper social phenomenon?

Mr. Olson. It is a very difficult question to respond to, particularly if your major field happens to be history, such as mine is, or was at one point. You do have to be realistic in terms of recognizing the realities of life today.

One problem we do face is that I think we may have a kind of short-run situation. We have this in terms of the employment of Ph. D's. We have the decrease in enrollments which we are facing in the 1980's.

We are all aware of that. We also have fairly stable faculty populations based on the tenured faculties so there is not an immediate opportunity. There needs to be a situation which somehow—and I don't like to use this word in terms of persons—but that somehow we can stockpile qualified people, help them keep alive intellectually in their field.

I think the maintenance of the field in the humanities and some of the social sciences that do not have an immediate financial payoff, this maintenance is in the national interest, but in terms of availability now I think you have to point out the hazards to young people, and a certain degree of this we recognize is the way in which society will construe it.

If I may, Dean Anderson is sitting behind me and would like to add to what I have said. Would that be satisfactory?

Mr. Ford. As a corollary, would someone speaking for the law schools like to comment on the tremendous growth and number of women in law schools, coupled with continuing societal pressures on what women do with education when they finish and continuing societal pressures on what people from disadvantaged backgrounds, with or without regard to race, do with their education?

The disadvantages that you acquire while you are young continue. The very fact that you don't have a family that can help get the first downpayment on a home when you have a family is something that stays with some of us almost all of our lives, as a stone to carry. As a first generation college graduate, I have been very conscious of my peer group and the differences in what education has meant in my life and the people who didn't quite make it as luckily as I did. I am very conscious of that, but I am also conscious of the fact that from the word go you are always dealing with economic imperatives.

Now, I hear my friends in the law schools talking about the great expansion. But in terms of what we conceived the profession of the law to be 25 years ago, there hasn't been a great expansion in professional lawyers in the practice of law.

We keep producing more people from our law schools for all sorts of things. This establishment here is a perfect example. The overwhelming majority of the staff people around here in professional positions have law training. That leads some of the members to say, without realizing why it has happened, that there is something wrong about the fact that the overwhelming majority of the professional staff is male and white. That is the pattern of the kind of training, the kind of people who were in law schools in the past.

When I went to my law school, there were three women in my beginning class; two when we finished. When my son went to the same law school a generation later, fully a third of the graduating class was female. I don't have any indication, however, that that will produce significantly more female trial lawyers or anywhere close to the proportion of the increased female population, which is an indication to me that the forces that have always been at work continue to be at work even with the graduate degree or a law degree.

That starts me thinking about what is it that really makes these decisions for people. I am not inclined to be as frightened as I was originally when these figures began to appear before us about the decline in the interest in the humanities and in traditional purposes of formal education.

We are dealing with a generation now that is being cricitized for being too pragmatic. We are referring to the generation of the 1970's as the "Me" generation; what can I get for me? The same people were griping in the 1960's about the fact that they were just the opposite. They seemed to be running off in all directions without a practical objective as far as parents were concerned. When they said to students, "What are you going to college for? What are you going to do to make money when you finish college" and so on, and so too many of the young people were responding that that wasn't important; that they had big ideas about things to do to change the world.

Now we have people in academia complaining that we have a generation that is concentrating on the practical question of, "Where am I going to be and what am I going to be doing when I finish with education?"

"How do I translate this education into something very specific?"

We are dealing with a pragmatic system that isn't in my opinion coming from any policies that anybody has devised, but it is an option of a generation of Americans, for whatever reasons. I am not even trying to get at whether that is good or bad for the future of the country, but it is different, and we have to deal here with the decade of the 1980's in terms of launching our rocket in the form of student aid so that it meets the target.

If we fire it east and the target is in the west, we aren't going to be where we are needed in the mid-1980's. I think it is a reality that we have to deal with and try to balance off against the fears that people that you are representing here keep expressing about what is going to happen to the future of education as they have known it. This is notwithstanding the statement about the antiquated professors that are going to be around since we changed the retirement law for colleges and universities. This is a constant complaint I have, that the change destroyed their chance of getting new blood because now they are going to have to make administrative decisions instead of depending on an artificial rule to do it for them.

Administrators have to administer. I noticed here a lefthanded whack at tenure, which is a common complaint I hear from college administrators whom I am rapidly coming to believe are the least employee-conscious group of managers that I come in contact with. I don't know how you ever keep peace on the campuses with the faculties with what we hear from administrators about what is wrong with the rights and privileges and appurtenances of faculty members, but the complaint against the retirement was we are going to be stuck with a department head after he or she is senile. Why? Because otherwise we have to fire them and nobody wants to do that. We would have to judge them on their competency and nobody wants to do that.

If on our college campuses we are not going to judge on competency, where are we?

These are all thoughts that occur to me as I hear what you are talking about here, speaking for the graduate level of education. I think these have to be unraveled a little bit in terms of where you think we are really headed and what we should be doing to make the best use of the taxpayers' money to support what the consumer population for your type of education is going to be asking. It is very easy for the public to understand the program that is targeted on a need-based program for people who but for economic reasons would be entering school, but we don't want our anxiety for that target population to have us making policy that has us trying to swim upstream against what American people really want to do with their lives.

We are teetering very close to making policies here with the programs we have been talking about this morning that can place a premium on making a decision that you otherwise wouldn't have made. It is kind of an extension of the question that you used to be asked in the 1960's—"What is wrong with becoming a plumber? They are making more than young doctors anyhow." What was wrong with becoming a plumber in the 1960's was that there was no prestige in becoming a plumber. In the 1970's there is.

We have a generation that is not all hung up any more on how many pieces of paper we can put on a wall saying they are certified to have been educated at a particular level. They seem to be more concerned about whether they have a valuable position in the community and perform a service that someone needs and wants badly enough to pay for or respond to in some other fashion.

I am not asking questions, but expressing concerns about making very much change in what we are doing unless we know what we are changing to. I haven't heard this morning a projection of what it is we are going toward or what it is that is different, and I just have to believe it is different.

What we are going toward in the 1980's has to be different than what we were going toward in 1965, 1966, 1967, 1968 when we were adopting most of these programs on the basis of the experience of the previous decade.

We are now looking at the 1980's on the basis of the experience of the 1960's and 1970's. While we can talk about tinkering, we have a lot of rather technical recommendations without very much in the rationale for the recommendations that tell us why this is going to produce a better application of our scarce resources in the future.

Mr. **Ballowe**. Mr. Chairman, one of those resources, of course, is the graduate education institution, and I think that we have come now to the point where we are no longer complaining about the job-oriented or other-directed student, but where we feel that our institutions, since they are in place, can change themselves, sometimes not so radically because we feel that we still have within our curriculum the basic form of education that students can benefit from, but changing job-oriented opportunity or career opportunity. I think that is one positive thing that graduate schools are presently considering.

We have forgotten that the best poets, for instance, in this country in the 20th century have been medical doctors, vice presidents of insurance companies, publishers, and bankers.

Mr. **Ford**. They also tend to be the best golfers.

Mr. **Ballowe**. Sometimes they are the best golfers. They have also worked in government, and I think that we are beginning to be less idealistic at the graduate level that we are turning out people who will simply do research or replace ourselves, or that the alternative careers for historians or English Ph. D.'s, such as myself, would be higher education administrators.

We do feel that there are alternative careers and we are working very hard in that area to promote curriculums. I have a son who is going to the University of Wisconsin for a French Ph. D. I am already feeding him personally possibilities for alternative careers in government and the European Common Market since French is the language of the common market, and he is as excited about making money as much as anyone else is and going into the service of the country and things other than the teaching of French.

I think the University of Wisconsin, for instance, does have a very good record in this area. It places outside of the teaching area, as well as in the teaching area, 97 percent of its graduates in humanities.

Mr. **Kramer**. Mr. Chairman, if I might respond a bit for the law schools, I gather your question is really, should Uncle Sam continue to intervene in the market or should people make sort of a market decision that the plumber pays more and therefore not go to graduate school? I think, or I understood that last fall's MISAA bill really was a decision to intervene in the market, but I think what most of the people are saying is that vis-a-vis graduate education it was intervention that was in a sense half-hearted.

If the loan programs are kept at the current rate, it is not simply poor people, it is the entire middle class who are going to have trouble making it through graduate school. I don't think there is a free market at the graduate school level. I think you come close to achieving it in undergraduate education, but not in graduate.

In the law school area, one of the problems with the women issue you raise is the time. It has only been 5 years, for example since a professor at Columbia got a degree against a New York law firm requiring it to hire women and to make them partners in the same fashion as is done with men. This is the first year that professor hasn't had to go back to the firm to review compliance. They are now hiring women almost in proportion to their graduation from the schools in the New York community.

It is happening just now. Georgetown has been graduating between 35 and 40 percent women for the past 5 years.

They are battering the doors down today. They are coming into the profession in substantial numbers.

For minorities it is another situation. *Bakke* has frozen entry into the law schools for minorities.

Those who want to use *Bakke* to turn out minorities can do so. Unless the loan programs are changed, I think minority people will continue to view loan programs as a disaster, and legitimately so, because of course, they do have loans from the car salesman, and other debt, and additional education debt doesn't help. Unless there are changes, I don't think there is going to be a free market for the minorities, at least in the legal profession, and I assume on all of the other graduate schools.

We have compiled figures in the legal profession, the growth in minority entry is no longer continuing, not at my law school, but at other law schools. Georgetown is about 20 percent minority, but the percentage at other law schools is either stabilizing or decreasing. Hispanics are about at the 2-percent range and for blacks it is somewhat more. I think we are on the downward trend. We are on the plateau and going downward unless the free market is intervened in by some traditional changes of what you started to do for graduate education.

Mr. FORD. If we increased the total loan obligation that could be incurred from $25,000 to $40,000, how much of the additional money would be in increased educational opportunity and how much of it would be absorbed by the hard-pressed institutions that are waiting for some opportunity to meet the demands of the faculty and other kinds of demands for additional resources?

We were told just a couple of weeks ago here that, while colleges and universities generally increased in cost over a period of the last decade by 70-some-odd percent, in 6 years dental schools went up 142 percent with private schools only about 3 percent above publics, but then three schools were mentioned that in the past year have raised their tuition 50 percent, 34 percent, and 39 percent in 1 year.

We have all kinds of evidence flowing in here that since we passed MISAA last fall institutions and legislatures and State agencies are trying to figure out how to capture that money and use it in a fashion to supplant other efforts. This means that the 1.4 billion that we put into MISAA in the form of an additional educational opportunity instead is going to maybe have an inflationary impact on all students, those eligible for Federal programs and those who are not.

What we are looking at is the fact that, if you don't have Blue Cross, you can't get medical care unless you qualify for welfare because Blue Cross and Blue Shield and the whole concept of prepaid medical insurance is given as kind of a third party paid situation that has separated the consumer from the price fixer in a way that has allowed health costs to escalate at a fantastic rate. We have priced those people who don't have something in the way of third party payer either by Government or by insurance completely out of the health care field. Some 20 percent of the population is left completely adrift. I am afraid that we have to keep in mind, now that we are paying some 23 percent of the cost of higher education from the Federal level, that we don't simply create an inflationary spiral that fails to deliver a whole lot of additional educational opportunity.

Along with that, what do you do for the middle-income students who leave school $40,000 in debt instead of $25,000? Isn't it even more difficult for them to make choices with respect to what their career is going to be that are outside of straight economics?

Even if you have a fantastically generous repayment plan, you are going to have to have an indebtedness that hangs on their credit statement from the day they walk out of school. It is going to influence everything they do until it is paid off. It is a constant, steady drain. You could stretch it out thinner if you want to and it makes it easier and less painful on a temporary basis, but it doesn't disappear.

Mr. **Kramer**. That in a sense is the current situation except that you forego earnings in going to graduate school.

You are taking perhaps a shorter time frame or 7 or 10 year time frame as opposed to a 20- or 25-year extended repayment, but I think, Mr. Chairman, first of all, I don't like to mention this.

I know this committee is no great lover of Mr. Silber, but I do recall that in his proposal he did have some inflationary mechanism or attempt to avoid inflation. I don't know if you wanted to consider that. That would get this committee or Department of Education into a massive regulatory posture vis-a-vis schools, which I think would be a disaster.

The figures over the past 20 years on the rise, in tuitions, have been that they have not exceeded the cost of living. I certainly share your concern about the potential of MISAA and an expanded loan program in doing that, and short of Silver and self-restraint I don't know what there is that would guarantee that *x* percent of it wouldn't go into the schools, would really effectively be institutional support rather than student support, but that is true of every program this Congress authorizes.

You are about to vote in about 2 weeks about whether to provide an additional $620 million for or against food stamps. Unfortunately, for every food stamp dollar we supply, only about 50 cents really goes into the consumer's stomach. The other 50 cents goes

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into middle- and upper-class food sellers' stomachs, and that is a pretty efficient Government program.

I think if for every new dollar of education aid you authorized, 50 cents really adds to the educational basing power, you are doing better than the food stamp program and probably better than most other Government programs.

Mr. **Olson**. Mr. Chairman, Dean Anderson has done a good bit of the work. If it meets with your approval, he would say a word on this.

Mr. **Anderson**. I want to make several comments. I agree with your formulation about economic choice, but I think it simply doesn't go the whole way. We recently surveyed two waves of entering graduate students at Columbia and of those who left voluntarily, those who chose to enter Ph. D. programs that would not lead to large economic rewards, 51 percent of them dropped out in 1 year—or less than 1 year—because of financial problems. So that first, the population I am interested in consists of those who chose to do something other than become plumbers.

I am inclined to answer also with some personal anecdote. I dropped out of school at the age of 15, had odd jobs for 2 years, spent 5 years in the Army, and came out wondering what a high school dropout did, and I found the GI bill waiting for me. That led me to Columbia University. Without the GI bill, I suspect I would have continued to believe Columbia was the coffee capital of South America. I had cultural aspirations, and my concern is with cultural mobility, not necessarily with economic mobility. I think your formulation addresses part of that, but to tinker somewhat with these programs to allow for the cultural aspirations of specifically low-income students would be a valuable thing to do. Thank you.

Mr. **Ford**. I think we would agree with that. We just don't know how to tinker to achieve that result.

Mr. **Kane**. May I make a few comments? If I am on the right track of your thinking, I believe you said more about graduate education than you said about most other programs which you are having hearings on.

For a few statistics, the number of full-time graduate students between 1971 and 1976 increased 15 percent. The number of part-time graduate students increased 33 percent, and by 1976 the percentage of part-time students was raised from 53 to 58 percent of the total.

Now, that indicates to me that there is a group of students who can pay for graduate education, since the percentage is going upward.

The aim which we had was for those who couldn't pay, those who have need, the economically disadvantaged and the minorities, which would probably overlap to a great extent. Along with that—since these people who can pay are obviously paying for something which they want and can use, the minorities and the economically disadvantaged don't have that facility—that is along with filling their needs, there also should be appropriate program development which would satisfy them also.

I think if you follow out the disciplines in which these needs are met that, according to the articles I put in my testimony by Clark, Kerr and Dr. McElroy, there is a widening of the area of graduate education into sub disciplines which is phenomenal. There are 40 subdisciplines of education and 23 of health sciences, and these are becoming more and more diverse.

You pointed to IBM and its schools. There are universities now which are putting all kinds of programs similar to IBM into their network and working with industries to develop these new mechanisms. There should be a means to develop new types of these early graduate programs to make the minorities and economically disadvantaged more attracted to them. Am I following your thinking correctly?

Mr. FORD. I am trying to follow you and relate that to these rather modest programs in terms of the Federal expenditure that we are talking about this morning. I am trying to figure out how, given our past record of being able to get money appropriated for them, we ought to do things much differently than we have been doing them with the same dollars. How can we do things much differently than we have been doing without changing the pattern of success that has been described here this morning. You have all described to one degree or another the present programs as being successful in the mission that they set out to accomplish. If we were operating in a period where it was easy to get additional money for good ideas around this place, that would be different, but we are operating in a very restricted sort of a situation where even the members of this committee are becoming conservative.

I will yield to Mr. Buchanan.

Mr. BUCHANAN. Thank you, Mr. Chairman. I have to associate myself with the concerns you have expressed and also with the puzzlement. It is very hard to figure out what to do with the limited dollars we can wring from this Government most effectively to do the things that most need to be done. I just have to start with a brief commercial myself, Mr. Chairman.

I have a daughter who just graduated from a fine university, summa cum laude, departmental honors, Phi Beta Kappa, the whole thing, with a degree in history which, with 25 cents, will buy her a cup of coffee. Sooner or later she will go to one of your graduate schools, may even go as far as a Ph. D., which by then, with a dollar, will buy her a cup of coffee. She is a bright young woman and she will figure out something to do with herself. But I am concerned about the connection that is not always made. It is almost a cruel hoax, particularly in the case of minority students, where sometimes at great sacrifice someone works to achieve the baccalaureate degree and then there is not a doggoned thing you can do with it economically.

It is even worse when it gets to be like an unemployed Ph. D. I am not saying this is the general situation, but I am concerned about the connections, and I understand how one can grow culturally and that a liberal education has a value in itself without having to have any economic connotations, but people do also have to earn income and pursue careers and I am really concerned about the connections between specifically what we are financing and how we are financing it and what the end result will be in terms of career opportunities for people.

Mr. HENDERSON. Mr. Buchanan, I can't speak authoritatively with respect to graduate education generally, but with respect to the minority group student, particularly within legal education, I think certainly the economic consideration is an important one. But there is also a secondary consideration which for many of us may be as important as the economic one and that is access to the genuine levels of decision-making in this country.

I think when you look at the kind of job dispersal that minority law graduates are now engaged in, particularly graduates from the CLEO program, you get a sense that the economic consideration is indeed a factor, but that many of our graduates, for example, choose to go into public sector employment, such as legal services work where they feel their social impact may be greatest. Many of them are directors of legal services programs, working for the office of public defender and State attorney general's offices. Indeed, there are persons also that are employed in the corporate sector and employed here on the Hill in various capacities as legislative aides, et cetera., but the key factor for us is that their involvement is dispersed throughout the system and they are now in a position to have impact on decisionmaking, whereas before, prior to the establishment of programs like CLEO, and prior to opening access on behalf of these groups, that participation was by chance or they were in fact excluded systematically. So that is a consideration that we can't set aside entirely and one that motivates involvement in the profession that might not affect their involvement for example, in going into plumbing or working as an electrician even though the economic rewards may be greater.

Mr. BUCHANAN. Let me ask a few questions. I better ask them later, Mr. Chairman.

Mr. FORD. This is one vote we cannot miss. We will stand in recess for a few moments while we respond to the vote.

[Brief recess.]

Mr. FORD. Thank you very much. We will try to move on to our other panel for this morning and hope we can get their testimony in before the next bells ring.

Mr. Norman Johnson, National Association of Schools of Public Affairs and Administration, accompanied by Joe Robertson, and Michael Olivas, Hispanic Higher Education Coalition.

Without objection, the statements presented to the committee will be inserted in the record in full.

[The prepared statement of Mr. Johnson follows:]

SUMMARY OF STATEMENT
by
Norman J. Johnson, Chairperson
Governmental Relations Committee
NATIONAL ASSOCIATION OF SCHOOLS OF PUBLIC AFFAIRS
AND ADMINISTRATION (NASPAA)
Associate Dean, School of Urban & Public Affairs
Carnegie-Mellon University

REAUTHORIZATION OF PROFESSIONAL PUBLIC SERVICE EDUCATION PROGRAM
Under the Provision of Parts "A" and "C" of
Title IX, Higher Education Act (HEA) of 1968, as amended

BEFORE THE HOUSE SUBCOMMITTEE ON POSTSECONDARY EDUCATION
OF THE
HOUSE EDUCATION AND LABOR COMMITTEE

June 13, 1979

This statement contains the views of the National Association of Schools of Public Affairs and Administration (NASPAA) on the need for reauthorization of the Higher Education Act (HEA) of 1968, as amended, particularly Parts "A" and "C", which authorize funding for institutional and fellowship support for professional public service education. It also contains information on the development and accomplishments of these important programs and emphasizes the particularly critical need for continued federal participation in the development of more effective professional public management educational programs in this country.

STATEMENT
by

Norman J. Johnson, Chairperson
Governmental Relations Committee
NATIONAL ASSOCIATION OF SCHOOLS OF PUBLIC AFFAIRS
AND ADMINISTRATION (NASPAA)
Associate Dean, School of Urban & Public Affairs
Carnegie-Mellon University

BEFORE THE HOUSE SUBCOMMITTEE ON POSTSECONDARY EDUCATION
OF THE
HOUSE EDUCATION AND LABOR COMMITTEE

Mr. Chairman, we are grateful for this opportunity to appear before your subcommittee on behalf of the National Association of Schools of Public Affairs and Administration (NASPAA) to urge reauthorization of the professional public service education programs contained in Parts "A" and "C" of Title IX, of the existing Higher Education Act (HEA) of 1968, as amended.

We believe that we are qualified to speak on this subject. NASPAA is a professional education association representing public service education programs in 210 colleges and universities in 46 states and the District of Columbia. Our Association fosters goals and standards of excellence in education for the public service and cooperates with government and professional organizations and national public interest groups to improve the quality of public management.

Our member institutions cover this nation, and within their programs and schools are gathered the bulk of the human and material resources concentrated on public management education concerns in this country.

At the outset, we would like to express our deep appreciation for your past support. Although the Executive Branch professes a keen interest in improving public management, it has always been the Congress which provided support and encouragement for this modest investment in public management education. We appreciate that support and urge you to continue it. It is particularly critical now when there is such an obvious need for rigorous and professional public management education.

In our view, this is certainly not the time for the federal government to opt out of its partnership in this important educational initiative. A recent report emanating from the International City Management Association (ICMA) suggests that the future will require managing on less, and reducing demand for services, while simultaneously changing the mix and scale of government. This will require a more skillful professional public manager.

Moreover, our position on this issue is supported by the higher education community, generally, as indicated by the February 15 submission of the American Council on Education to your committee recommending that these programs, Part "A" which authorizes financing for the establishment and improvement of public management education programs and Part "C" designed to provide graduate fellowship funding for students who plan public service careers, be reauthorized thru Fiscal Year 1985.

The need for better public sector management and service delivery has been well documented. For example, it was emphasized in "Governmental Manpower for Tomorrow's Cities", a 1967 report of the Municipal Manpower Commission, and numerous other studies, done by the Committee for Economic Development (CED), the Bureau of Labor Staistics, and others. More recently the need was reemphasized in the 1976 CED study on "Improving Productivity in State and Local Government", which stated that "The greatest opportunity for improved government productivity lies in strengthened management." The management situation has not improved since then. Hardly a day passes without some happening which underscores the need for more effective public service mangement.

INTRODUCTION

President Johnson advocated these programs and this partnership between the federal government and state and local governments and the public management educational community in his March 17, 1967, special message to Congress on "The Quality of American Government". He recommended two companion legislative programs-the Education for Public Service Act, and the Intergovernmental Manpower Act. These two proposals provided a much needed impetus toward increasing the number and quality of trained personnel in local, state, and federal service by supporting education prior to entry into service and training following entry into state and local government service. In President Johnson's words, "This legislation has a single clear goal: to increase the number of qualified students who choose careers in government".

We believe the quality of life depends upon effective delivery of public services.

We believe the quality of public managers and of public management systems determine how effectively public services are delivered.

We believe effective public service delivery is critical because popular government can survive only if it retains a high level of confidence and acceptability.

We believe popular confidence and acceptability will be retained only if government is effective.

Citizens everywhere are demanding that government"deliver". Proposition 13 touched a sensitive nerve. Inflation, a weakened dollar, and unresolved energy issues contribute to a general sense of unease. The role of government, either as culprit or potential savior, is widely debated. Thus, we believe deeply that the education and training of those going into public management must be more innovative and rigorous than ever before. As one observer recently put it, "The people are saying. . . give us our money's worth. . . offer us competence."

Since effective and equitable government can be such a strong force for good in our society, it is incumbent upon us to make every reasonable effort to improve the quality of government management. Improvement in the practice of government will not come about by chance or by half-hearted efforts. Such competence does not come about by accident. It is not a commodity to be bought ready-made. It must be sought out, nurtured, and developed.

We believe that the most appropriate programs to achieve that purpose are the ones we are here to support today. The purpose of Title IX, Parts "A" and "C", is to produce better public managers through improving our institutional capability and by providing fellowship support to high quality students aspiring to public management careers. We believe that adequate federal support for public service education is crucial because public service education graduates look primarily to the public sector for educational support. They benefit from private sector support only marginally compared with professions such as business, engineering, law, and medicine. Students interested in careers in those fields have had access to more fellowship support than those interested in public management education. This trend must be reversed or public management will not attract the quality talent required to administer the public's business. The high quality student will go into those fields where fellowship funding is adequately available or the return on one's personal investment is greater. That is why Parts "A" and "C" of Title IX, HEA, are important along with other initiatives such as the Presidential Management Intern Program. So as other fields look out for their self interest, we believe it is only reasonable to expect the federal government at least to make this investment in Parts "A" and "C" of Title IX, of the Higher Education Act (HEA) of 1968, as amended. They are the only specific sources of federal support for public management education.

We think it is critical that they be reauthorized. They not only authorize funding, they send a vital signal of encouragement and support to the public management education community who are engaged in this important enterprise.

STRENGTHENING PUBLIC MANAGEMENT EDUCATION PROGRAMS

Under Parts "A" of this Act, a number of university-based programs are seeking to strengthen the nation's system of public management. The results are encouraging and the promise of continued improvement is real. These programs are mainly supported by state and private funds. But a modest investment of federal funds has forged a federal partnership in education for improved public management and has allowed these programs to press some initiatives they would otherwise have been unable to take.

The educational initiatives being taken by those programs, as a result of this federal contribution, are directed toward four main goals:

1. Strengthening program development and evaluation in areas of critical national need
2. Improving service delivery
3. Strengthening financial management
4. Improving intergovernmental relations

These goals run through a series of changes in programs for the education and training of able people who are attracted to careers in government, for the education and training of those who are already engaged in governmental careers, and for the development of improved practices of program management that can be used by governments.

Strengthening the Development and Evaluation of Programs in Areas of Critical National Need

Funds authorized under Part "A" of this Act have been used for innovations in the development and management of programs in critical policy or problem areas. These are typified by examples from energy and the environment. The Public Administration Division of the University of New Mexico used its institutional grants to establish a program in Energy Management to respond to a rising demand from state and federal agencies for professionals trained in the management of energy programs. Rich in uranium, coal, and natural gas, New Mexico was keenly aware of the need for public managers with a background in energy technology. Federal funding catalyzed the efforts of faculty from several fields to develop an energy management track in the master's program in public administration. Those who have earned the new Certificate in Energy Management have taken significant state and federal positions in the management of energy-related programs.

The public administration program of the University of West Florida extended its educational emphasis on Coastal Zone Management. This effort has a significance reaching well beyond Florida, since a substantial fraction of the nation lives in fragile coastal zones presenting common management problems. The Education for Public Service Program grants permitted the program to forge an effective, interdisciplinary track in Coastal Zone Management which was recognized by the higher education authorities of the state as the "program of national distinction" on the University campus. The demand for its graduates has led the public administration program to join a new track in Energy Management and one in Soil and Water Management to the original emphasis on Coastal Zone Management.

Improving Service Delivery

No aspect of the Public's business is in more need of improved management than the human and social service delivery programs that have vastly expanded in recent years. These inherently require a partnership of several levels of government, and are the target of much criticism about government expenditure and performance. A number of innovations introduced with funding from the Education for Public Service Program have sought to improve the management of service delivery by government.

The Graduate School of Administration at the Riverside campus of the University of California has used its grants to develop a program in the measurement and improvement of productivity in local governments. Students in the program have combined intensive course work on the background of the problem (including some units developed with federal funding) with field experience in San Diego, San Bernardino, or Riverside Counties or the City of Long Beach. Three of these students, for example, helped to implement a Total Performance Measurement System as a first step toward a continuing and institutionalized means of improving the productivity of local government programs in Long Beach. The experience has profoundly influenced career goals, as well as directly assisted the efforts of selected governments to enhance the management of service delivery.

Efforts supported by the Education for Public Service Program to focus training on the management of service delivery have in some cases helped to shape the training goals of related fields. For example, the Human/Social Service Administration Project mounted by the Institution of Government at the University of Georgia has heightened interest at Georgia in developing a joint master's program in public administration and social work to expose a somewhat different set of professionals to the means of improving the management of government service delivery programs.

Strengthening Financial Management

In an era of tightened resources at all levels of government, a number of the developments made possible by the Education for Public Service grants have sought to give those who are entering or pursuing careers in government a stronger grasp of the tools of financial management. For example, the public administration faculty at the University of Georgia have used their institutional grants to create a budget simulation laboratory to increase the skill of students in developing and analyzing local government budgets. People with broad experience in public budgeting prepared the laboratory manuals and conducted the simulation exercises that closely paralleled many of the decision situations students would face in a government setting. Student and faculty response to this innovation has been outstanding. As a result, far more effective financial managers are going on to careers in government. Additionally, other educational institutions have shown a keen interest in this approach.

Princeton's Center for New Jersey Affairs, established by the Woodrow Wilson School with its grants under these programs, has made an intensive effort to equip those who are entering a career in state and local government with modern tools of financial management to better help alleviate the severe fiscal problems of the state. The Treasurer of the State of New Jersey, a graduate of the School who was appointed at the start of the administration of the current governor, has assisted this effort by teaching state and local finance in the School. He has undertaken an analysis of "fiscal federalism" as a Senior Fellow in the Center after completing a fundamental reform of the state tax system and the fiscal relationship of state and local government in New Jersey. Fiscal problems are at the core of a public management workshop taught in the Center by a former governor of the state. In addition, the Center has established a clearinghouse for the sharing of financial information among the budget officers of the principal cities of the state, and it has launched a basic study of the capital market for housing in the declining urban areas of New Jersey and a number of other states.

Improving Intergovernmental Relations

Coordinating the efforts of government at the different levels of the federal system has guided the changes in several programs. For example, the Univerity of Southern California's School of Public Administration is using its Education for Public Service funds to pioneer an internship program that gives those who are entering or pursuing careers in government a deeper understanding of the problems of service delivery programs at all three levels of government -- federal, state, and local. For this purpose, the school has established an intergovernmental network of campuses for education in public management, including its home campus in the City of

Los Angeles and a Sacramento Center oriented toward the federal government. This revolving structure provides the base for a master's program in Intergovernmental Management, in which students take a semester of course-work and internship at each of the three campuses. With service delivery programs increasingly involving a partnership of the federal government with state and local governments, this experience gives a remarkable comparative view of the problems of mounting and managing such programs from the perspective of all three of these levels of government.

The school's grants under Part "A" of Title IX HEA have allowed the faculty and administration to undertake the significant added effort of curriculum development, intern placement, and intercampus coordination that the Intergovernmental Management Master's Program requires. The comparative experience offered by the program has had a strong influence on its students, with a marked carryover to their career experience.

FELLOWSHIP SUPPORT

Part "C" of this Act is designed to finance graduate fellowships for students who specifically plan and commit themselves to public management careers.

We believe that adequate and specific - categorical - federal fellowship support is crucial if we are to attract top students into public management. Part "C" enables us to do this. That is why its reauthorization is crucial and necessary.

Students who consider careers in public management also consider careers in private management or other fields where long term financial returns can be much greater. If schools of public administration and management are to gain a share of the very best students, they need to offer as much financial aid as is available in alternative programs. Few of our public management education programs can compete with the private sources of scholarship aid available to schools that train managers for the private sector or offer the return on investment that such private management careers can lead to. Thus, the federal government can make an important contribution by continuing this modest effort under Part "C" to attract the most accomplished students of all background into the public service.

If we are correct in our assumption that popular government will survive only so long as it retains a high level of confidence and acceptability, it would be a tragic mistake to limit career opportunities in public service management only to those who can personally afford it or to those who lose out in the competition in other professional fields. We believe that our public management needs are so critical and complex, that public service management education needs to be specifically and categorically available to highly qualified persons representing a rich variety of backgrounds who are willing to make a commitment to a professional career in public management. This is the reason we believe so strongly that Parts "A", and especially Part "C", must be specifically reauthorized.

Improving Educational Opportunities for Minorities and Women

We certainly recognize the necessity of making this categorical public administration education support available to all qualified and committed students and we believe that our record in this regard is excellent. Many of our member institutions have used these funds to conduct recruiting and educational efforts which have brought minorities and women into the mainstream of public management. We have succeeded in these efforts. Our record in this regard is good.

For example, reports from our member institutions accounting for a total of 675 fellowships awarded under this program indicate that these fellowships were distributed in the following proportions for the school years 1975-77: Caucasians - 75.0%; Blacks - 18.0%; Hispanics - 4.0%; Others - 3.0%.

Census data show that for 1977, enrollments in all graduate programs was distributed as follows: Caucasians - 90.0%; Blacks - 6.0%; Others - 4.0%.

Our own data for 1977 indicate the following distribution of enrollments in the public affairs and public administration programs of our member institutions: Caucasians - 81.0%; Blacks - 11.0%; Hispanics - 3.0%; Others - 5.0%.

Census estimates for 1977 report the following distribution of these groups in the population for that year: Caucasians - 86.6%; Blacks - 11.6%; Others 1.8%.

These data indicate that the number of Blacks, Hispanics and other minorities awarded public service fellowships through this program exceeds the percentage of Blacks, Hispanics, and other minorities in:

- the general population by 87%;
- graduate school enrollments generally by 150%; and
- our own NASPAA enrollments by 20%.

With regard to women, the record is as follows:

Women in U.S. population (1977)	51.4%
Women enrolled in graduate schools (1977)	45.0%

Women enrolled in NASPAA program (1977)	22.0%
Women enrolled as Title IX Fellows	48.0%

Thus, we contend that our member institutions have used Part "C" of this program very effectively to increase the number of high quality professionally educated public managers with a rich variety of backgrounds in government service at the national, state, and local levels.

CONCLUSION

We believe very deeply that strengthening the educational basis for this nation's public management is a critically important task that must involve a partnership of the federal government with the states, and localities, and the professional public management educational community.

For too long, well-intentioned administrations have designed and advocated complicated and critical public policies and programs which they appear to deem to be self-administering. The record refutes such a belief. The knowledge and skills learned in a well designed, rigorous, professional public management education program are not intuitive.

As Senator Kennedy put it in his October 21, 1978, remarks at the dedication of the new Kennedy School of Government Building at Cambridge:

> "President Kennedy understood the overwhelming need for greater talent and ability in public service,. . .
>
> "He understood that compassion and dedication are not enough, that rigorous training must also be provided, that professional skills must be harnessed in public service of a sort comparable to those required for law or medicine or business."

The federal government has a clear self-interest in attracting into its own departments and agencies gifted persons who are specifically educated and committed to public management careers but more importantly, a self-interest in terms of those entering state and local governments which are the points of service delivery.

Members of Congress have recognized the need for this partnership since 1968, when they authorized this program. We need and implore Congress to reauthorize the HEA, especially Title IX, Parts "A" with its focus on institutional support, and Part "C" with its focus on fellowship support.

STATEMENT OF NORMAN J. JOHNSON, NATIONAL ASSOCIATION OF SCHOOLS OF PUBLIC AFFAIRS AND ADMINISTRATION, ACCOMPANIED BY JOE ROBERTSON AND MICHAEL OLIVAS, HISPANIC HIGHER EDUCATION COALITION

STATEMENT OF NORMAN J. JOHNSON, NATIONAL ASSOCIATION OF SCHOOLS OF PUBLIC AFFAIRS AND ADMINISTRATION

Mr. JOHNSON. Mr. Chairman, I am Norman J. Johnson, associate dean, School of Urban and Public Affairs, Carnegie Mellon University, representing the National Association of Schools of Public Affairs and Administration, as chairman of the Governmental Relations Committee.

I am well aware of the time pressures and I will try to be as brief as possible in my summary.

I am grateful for this opportunity to appear before the subcommittee on behalf of the National Association of Schools of Public Affairs and Administration to urge reauthorization of professional public service education programs contained in parts A and C of title IX of the existing Higher Education Act of 1968, as amended.

Our 210 member institutions in 46 States and the District of Columbia have within their programs and schools gathered the bulk of the human and material resources concentrated on public management education concerns in this country.

At the outset I would like to express our deep appreciation for your past support.

The Congress has provided support and encouragement for this modest development in public management education. We urge you to continue that support. It is particularly critical now when there is such an obvious need for rigorous professional public management education.

In our view this is certainly not the time for the Federal Government to opt out of its partnership in this important educational initiative.

A recent report emanating from the International City Management Association suggests that the future will require managing on less and reducing demand for services, while simultaneously changing the mix and scale of government. This will require a more skillful professional public manager, not a less skillful one.

Hardly a day passed without something happening which we believe demonstrates a continuing need to place emphasis on innovation and rigor, while simultaneously attracting the very best people into this enterprise.

This is the only positive way to respond to the observation that the people are saying, give us our money's worth, offer us competence.

Moreover, it is the only way to respond to what is now so painfully obvious, the resource environment of the future will not work. The prototype models on which many of us have been raised must yield to models with a focus on level size but more likely to models with a focus on smaller size. Under a scenario of level or less, improvement in the practice of government will not come about by chance or by halfhearted efforts. Such competence does not come about by accident. It is not a commodity to be bought ready made, it is a commodity that must be sought out, nurtured, and developed.

Title IX, parts A and C, is crucial to this seeking out, nurturing and development.

Our member institutions can produce better public managers through improving our institutional capability and by providing fellowship support to attract the highest quality students for public management careers.

Attracting these students is crucial since students in business, engineering, law, and medicine have access to more fellowship support than those pursuing education in public management.

It is obvious that this trend must be reversed or public management will not attract the quality talent required to administer the public's business as we move toward the year 2000.

We can no longer tolerate a condition in which high quality students go into these fields where fellowship funding is adequately available or the return on one's personal investment is greater. That is why parts A and C of title IX are critically more. So as other fields look out for their self-interest, we believe it is only reasonable to expect the Federal Government at least to make this investment in its self-interest through parts A and C of title IX.

They are the only specific sources of Federal support for public management education. The major problems, issues, and opportunities facing our society as we move toward 2000 are all management related.

In an environment of less resources, title IX, parts A and C are the only parts of the act that address the problem directly but more importantly they send a vital signal of encouragement and support to the public management education community who are engaged in this important enterprise, and it says clearly that the Congress is principally interested in improving public management education and concerned with attracting the highest quality of people to careers concerned with minding the public's business.

Under part A we have developed programs that have addressed four goals:

One, strengthening program development and evaluation in areas oi critical national need;

Two, improving service delivery;

Three, strengthening financial management; and

Four, improving the nature and structure of the intergovernmental system.

Under part C, fellowship support has been principally directed, as stated before, to attracting high quality persons who might otherwise enter private management or other fields where long-term financial returns can be much greater.

Additionally, our member schools have been sensitive in using fellowships to attract minorities and women. Our record in this regard is excellent and is well documented in our prepared statement.

If I might sum up the management challenges, the problems and opportunities as we move toward 2000. Improving public management education and attracting quality persons with diverse backgrounds is one small way to meet these challenges. We cannot mortgage our future sitting, as it were, like little Sally Walker in our saucers. Reauthorization of title IX is critical to help Sally rise and dry her teary eyes.

Thank you, Mr. Chairman.

Mr. Ford. Thank you very much.

Mr. Olivas.

[The prepared statement of Mr. Olivas follows:]

TESTIMONY PRESENTED BY MICHAEL OLIVAS, HISPANIC HIGHER EDUCATION COALITION

Representative Ford, members of the Subcommittee:

My name is Michael Olivas, and I have been designated the spokesperson for the Hispanic Higher Education Coalition. The Coalition (HHEC) is comprised of individuals representing national Hispanic organizations dedicated to improving the quality of life for Hispanic Americans and to increasing Hispanic educational participation. The ten national organizations that comprise the HHEC are:

ASPIRA of America
El Congreso Nacional de Asuntos Colegiales
League of United Latin American Citizens
Mexican American Legal Defense and Educational Fund
Mexican American Women's National Association
National Association for Equal Educational Opportunities
National Council de LaRaza
National IMAGE, Inc.
Puerto Rican Legal Defense and Education Fund, Inc.
Secretariat for Hispanic Affairs, US Catholic Conference

I wish to discuss two issues with you today: Hispanic participation in postsecondary education, and legislative recommendations drafted by the HHEC to amend Titles IX and XI of the Higher Education Act of 1965, including program recommendations for the administration of Titles IX and XI. I have appended to my testimony those data and references that the HHEC utilized in drafting these recommendations, and that point to severe underrepresentation of Hispanics in all levels of education.

Hispanic Participation in Postsecondary Education

Hispanic concerns in postsecondary education include four primary issues: access, retention, professional development, and institutional development. I am particularly concerned that in each of these areas, Hispanic underparticipation is evident, and equally concerned that public perceptions of minority "progress" in educational attainment will erroneously create a climate in which actual progress becomes more difficult. We are pleased that Titles IX and XI, both recent pieces of legislation, confirm congressional support for equal educational opportunity and reaffirm national priorities for a pluralist society.

Despite major increases in the numbers and percentages of Hispanics in postsecondary education, resulting in an increase from 130,840 undergraduates in 1972 (2.3% of the total) to 409,664 in 1976 (4.8% of the total), Hispanic access has been largely into one sector and institutional type, the public two year college. Whereas 27% of white undergraduate full time students enroll in two year colleges, 45% of Hispanic full time undergraduates are enrolled in these institutions; only Native American students, many of whom enroll in tribal institutions or BIA schools, are more concentrated in two year colleges (48%). (1) This maldistribution of Hispanic students into two year colleges suggests reasons for high Hispanic attrition in higher education.

Major longitudinal research indicates high Hispanic attrition, as do degree receipt figures, as does our shared experience on campuses. (2) For instance, while Hispanics constitute 5.3% of first year students, by the fourth year their numbers drop to 3.6% of the total (Table A). In 1975-76, Hispanics received 4.6% of the AA degrees, but only 2.8% of the baccalaureate degrees awarded. (Table B). As Table B indicates, this percentage declines in the advanced degree categories, so that Hispanics receive only 1.1% of all doctorates. We are aware that counting techniques and varying categories preclude exact numbers, but all indices show the same underrepresentation of Hispanics in graduate and professional education (3). A National Board on Graduate Education report noted in 1976, "Mexican and Puerto Rican Americans appear to have the lowest participation rates [in doctoral education] relative to other ethnic and minority groups according to the figures presented here" (4). Additionally, we have no network of historically Hispanic institutions, graduate or undergraduate, and rely more than other groups upon majority institutions.

We do not wish to engage in comparisons among other underrepresented groups, for nothing is to be gained by such comparisons. Suffice it to say that in the years during which we would have anticipated affirmative action increasing the number of Hispanic doctorates, few went to Hispanics (Table C). One would have expected a "pipeline" effect, that is, that affirmative action efforts would have increased the undergraduate pool of Hispanic students, leading to an increased graduate student body. This appears not to have happened, although those Hispanic students who do enroll in graduate programs do well, requiring no more registered time in graduate school to obtain the doctorate than white students. However, the NBGE data indicate that the doctorates earned by Hispanics are earned at less-prestigious universities and that Hispanic graduate students appear to stop in and out of graduate programs more so than white institutions, necessitating a longer total period of time to receive the doctorate (5).

While these data show evidence of inadequate access for Hispanics into graduate fields, access into professional fields requiring advanced study is similarly inadequate. Data displayed in Table B indicate low levels for Hispanics in medical schools. This country will be unable to meet the medical and health needs of Hispanics in barrios or in mainstream medical care if medical schools continue to enroll so few Hispanic students; in 1975-76, only 2.3% of M.D.'s were awarded to Hispanics. It is ironic that schools in Mexico provide alternative medical training for so many American students when American medical schools enroll so few students of Mexican or other Hispanic descent.

Another sad irony is evident in Hispanic law school enrollments. Although Table D charts the increasing Hispanic enrollments in ABA-approved law schools, the disaggregated data show only glacial increases in percentages, and show numerical decreases in Mexican American law enrollments between 1976 and 1977. Because of the centrality of legal skills in the civil rights movement, this situation merits considerable attention. The HHEC has proposed several specific recommendations in the CLEO program (Council on Legal Education Opportunity) of Title IX and in Title XI, the Law School Clinical Program, changes we feel will bring increased legal resources for Hispanic communities. We are not unmindful that the Miranda and Escobedo decisions* signalled the legal protection necessary for Hispanics in this country, nor are we unaware of the increasingly important role that Hispanic legal organizations (including membership in the Coalition) play in the advancement of civil rights for all citizens. We are acutely aware that the Bakke decisions, while supporting aggressive affirmative action in professional schools, have been used by some to end programs and to discontinue efforts at obtaining heterogeneous applicant pools. We ask that Congress and the executive branch not contribute to the chilling effect Bakke has had, and that you affirm and strengthen these two programs before you for scrutiny in this reauthorization.

HHEC Recommendations: Title IX

Our major intent in submitting recommendations for amendments to Title IX, Graduate Programs, has been to increase the latitude of the Office of Education and institutions of higher education to respond to shifting national needs in graduate education. To this end, we have recommended a consolidation of federal graduate support programs into the existing Part A and B; under this consolidation, existing language enabling the Commissioner to "take into account present and projected needs for highly trained individuals in all areas of education beyond high school" would enable him or her to prioritize domestic mining or public service as areas for support.

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* Miranda v. Arizona, 384 U. S. 436; Escobedo v. Illinois, 378 U. S. 478.

The HHEC, while acknowledging the importance of mining and public service to our community and society at large, feel that shifting national needs can be more easily met and administered under a single Part. This needless repetition of program authorities requires multiple applications from universities, multiple proposal readings and evaluations, multiple award and contract reviews, and multiple procedures for monitoring the fellowships and programs. We also have proposed conforming amendments to make the fellowship provisions internally consistent and to extend the ceiling for the consolidated fellowship program.

Additionally, we recommend that the CLEO authorization level be increased. This program has been fully funded at a level limited by language carried over from the program's "pilot" status within its initial agency, OEO. The Council has been a model of how small sums of money can be used to seed larger projects and deserves increased support and resources. Our earlier expressed concern over declining Hispanic law enrollments has led us to endorse CLEO's mission and to recommend an expansion of its efforts.

We also have recommended that the Commissioner encourage graduate study for persons whose communities are bilingual. At a time when world trade, foreign relations, and mass communication require highly skilled personnel trained in languages in addition to English, the Commissioner should have the authority to direct priorities and resources towards achieving this end.

Our final legislative recommendation is that the Graduate and Professional Opportunities Program (GPOP), once consolidated, be extended to masters' degree fellowships as well. In many academic disciplines, admission to doctoral programs is contingent upon the candidate having completed the first graduate degree. To the extent that Hispanics have taken few masters' degrees (Table B), and to the extent that the lack of financial resources precludes graduate work, this recommendation should assist in enlarging the small pool of Hispanics who pursue doctoral work. While we are aware that some few GPOP awards have been made to institutions to support masters' degrees in special instances, we recommend that the Commissioner be given the explicit authority to make these awards and that schools be allowed to pursue fellowship money for such purposes.

Our program recommendations are necessary corollaries to the expanded discretion we have recommended be given to the Commissioner. First, we recommend that the Commissioner, when determining which academic disciplines will be emphasized, employ disaggregated doctoral data to show how women and different minority groups will be differentially affected. It is our concern that lump sum data not be used to determine program directions, when available indices suggest that a number of strategies will need to be employed to remedy systemic underrepresentation. As Hispanics attempting to increase Hispanic participation in graduate education, we have noted such an inappropriate citation of aggregate data in the early GPOP competition, and we note it for your consideration in this reauthorization context.

The 1978-79 GPOP grants application contained notice that "Less consideration will be given to applications . . . [in the field of Education which] has a higher proportion of underrepresented individuals than any other major academic field (48% of all minority doctorates granted in 1977 were in the area of Education)." (6) As a result, in 1978-78, only 9 doctorate and 2 masters fellowships (of 354) were awarded in the field of education; in 1979-80, the new education doctorate fellowships declined to 6 and new MA's remained at 2 (of 516)*

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*Three additional masters' degrees were awarded for Indian Studies, an ethnic discipline administratively lodged within the school of Education at Black Hills State College, South Dakota.

Yet, when the program application cited its data on minority doctorates, it failed to note disaggregated patterns and failed to note women's patterns. If these data had been analyzed, the program staff would have noted that different groups have different patterns: Blacks take 61% of their doctorates in Education; Hispanics, 37%; American Indians, 34%; all women, 34%; all whites, 24%; all unidentified (or "other"), 24%; and Asians, 17% (see Table E). Because ethnic studies, bilingual education, curriculum, and educational administration are disciplines housed within schools of Education, and because these fields are crucial to improving access and to quality of education for Hispanics, this single program decision worked against Hispanic plans to increase the number of bilingual professional education personnel. Although K-12 education is not within the scope of this reauthorization, we are anxious that program directions in postsecondary education not be counter to those attempts underway to increase Hispanic professional development in K-12 school systems. When we have so few Hispanic principals, superintendents, and teachers, it is counterproductive to insist that Education as a field of study is unimportant to our community.

Title XI: Law School Clinical Experience

While a major concern of the HHEC is increased access and improved distribution of Hispanic students, our primary concern is the quality of instruction in higher education programs. I have already noted the chilling effect legal challenges to affirmative action have had upon Hispanic law school enrollments and cited several examples of civil rights litigation brought by Hispanics that have expanded personal rights for all Americans. We believe both the quality of legal education and the training for oral advocacy (an ideal espoused by Chief Justice Burger) could be improved by our suggested amendments to Title XI.

We ask that the Commissioner be given the discretion to extend programs to the oral advocacy training of law students who will serve poor and bilingual clienteles. This amendment clarifies the persons targeted for such clinical experiences, and focuses the small amounts of money available upon those clients whose legal resources are the most meager. We envision that increased law school trial and advocacy clinical programs would assist language minority citizens in negotiating the social service and judicial systems.

Appropriations

In the appropriations process, we will urge Congress to redirect the amounts of money currently being expended upon the three fellowship programs (Domestic Mining, Public Service, and Graduate and Professional Opportunities), as the consolidated and streamlined program will require less administrative overhead and program duplication. We suggest that the revised GOP program be expanded to the $15 million requested by the Administration -- an amount that should enable the program to administer 3000 fellowships per year. As noted, we have suggested language removing the CLEO ceiling, and we support increased resources for the Clinical Experience practica as well. In each case, where there are expiration dates, we recommend continuation of the programs.

These programs, all of which require institutional resources and commitment, have proven to be of inestimable value both as seed money incentives, generating additional resources, and as federal demonstrations of equal educational opportunity. In a time of shrinking resources, Hispanic Americans and all Americans need to be supportive both of responsible fiscal administration and of program efforts that assist those people who require assistance and who, in turn, can make considerable contributions to our plural society. Thank you.

Michael A. Olivas
Senior Fellow and Assistant
to the Director for Research
Howard University
Institute for the Study of
Educational Policy

(on behalf of the Hispanic
Higher Education Coalition)

References

1. Office of Civil Rights, Racial and Ethnic Enrollment Data from Institutions of Higher Education: Fall 1972, p. 69, OCR, Racial and Ethnic Enrollments of Higher Education: Fall 1976, p. 1309, Michael Olivas, The Dilemma of Access (Washington, D. C.: Howard University Press, 1979), Table 2-12.

2. National Center for Education Statistics, Withdrawal from Institutions of Higher Education, 1977 in Olivas, Table 2-19.

3. D. Gilford and J. Snyder, Women and Minority PhD's in the 1970's: A Data Book (Washington, D.C.: National Research Council, 1977), p. 26.

4. National Board of Graduate Education, Minority Group Participation in Graduate Education (Washington, D.C.: NBGE, 1976), p. 45.

5. NBGE, Table 10, p. 54; NBGE, p. 57; Gilford and Snyder, p. 34.

6. Bureau of Higher and Continuing Education, Application for Grants Under Graduate and Professional Opportunities Program, July, 1978, p. A3.

Table A-1

Undergraduate Enrollment, 1976

Total Undergraduate	White	%	Black	%	Hispanic	%	Asian	%	American Indian	%	Total Minority	%	Non-Resident Alien	%	Aggregate
FT	4,820,716	81.2	605,116	10.1	263,982	4.4	103,247	1.7	38,420	.6	1,010,765	17.0	104,421	1.7	5,935,902
PT	2,070,377	80.3	261,199	10.1	145,682	5.6	51,700	2.0	22,996	.8	481,577	18.6	25,454	1.0	2,577,408
Totals	6,891,093	80.9	866,315	10.1	409,664	4.8	154,947	1.8	61,416	.7	1,492,342	17.5	129,875	1.5	8,513,310
Two Year Undergraduate															
FT	1,280,872		221,874		119,444		33,908		18,424		393,650		16,253		1,690,775
PT	1,799,927		207,849		122,565		46,510		22,820		399,744		26,172		2,225,843
Totals	3,080,799		429,723		242,009		80,418		41,244		793,394		42,425		3,916,618
Two Year as % of Undergraduate Category	.44		.49		.59		.51		.67		.53		.32		.46
Two Year College FT as % of undergraduate FT	.26		.36		.45		.32		.47		.38		.15		.28

Table A-2

Graduate Enrollments, 1976

TOTAL ENROLLMENT OF GRADUATES BY CLASS LEVEL IN INSTITUTIONS OF HIGHER EDUCATION BY RACE, ETHNICITY AND SEX: STATE AND NATION, 1976

	AMERICAN INDIAN ALASKAN NATIVE		BLACK NON-HISPANIC		ASIAN OR PACIFIC ISLANDER		HISPANIC		TOTAL MINORITY		WHITE NON-HISPANIC		NON-RESIDENT ALIEN		TOTAL
	NUMBER	%	NUMBER	%	NUMBER	%	NUMBER	%	NUMBER	%	NUMBER	%	NUMBER	%	NUMBER
NATION TOTAL	(1,054 INSTITUTIONS)														
GRADUATE:															
FIRST YR	2,478	.4	41,483	6.4	10,530	1.6	15,087	2.3	69,578	10.7	547,108	84.3	32,439	5.0	649,125
FEMALE	1,171	.4	25,468	8.1	4,281	1.4	7,305	2.3	38,225	12.1	268,930	85.3	8,283	2.6	315,438
MALE	1,307	.4	16,015	4.8	6,249	1.9	7,782	2.3	31,353	9.4	278,178	83.4	24,156	7.2	333,687
OVER 1 YR	1,442	.3	23,862	5.5	8,160	1.9	9,110	2.1	42,574	9.8	359,751	82.5	33,681	7.7	436,006
FEMALE	545	.3	12,884	7.6	2,754	1.6	3,745	2.2	19,928	11.8	142,678	84.3	6,650	3.9	169,256
MALE	897	.3	10,978	4.1	5,406	2.0	5,365	2.0	22,646	8.5	217,073	81.4	27,031	10.1	266,750
TOTAL	3,920	.4	65,345	6.0	18,690	1.7	24,197	2.2	112,152	10.3	906,859	83.6	66,120	6.1	1,085,131
FEMALE	1,716	.4	38,352	7.9	7,035	1.5	11,050	2.3	58,153	12.0	411,608	84.9	14,933	3.1	484,694
MALE	2,204	.4	26,993	4.5	11,655	1.9	13,147	2.2	53,999	9.0	495,251	82.5	51,187	8.5	600,437

Table B

Degrees Awarded to Hispanics, 1975-76

		Total		Hispanic	Percentage
Associate					
	Male	256,782	Male	11,838	4.6
	Female	231,895	Female	10,876	4.7
	Total	488,677	Total	22,714	4.6
Bachelors					
	Male	503,226	Male	13,594	2.7
	Female	423,859	Female	12,626	3.0
	Total	927,085	Total	26,220	2.8
Masters					
	Male	165,971	Male	3,316	2.0
	Female	144,522	Female	3,063	2.1
	Total	310,493	Total	6,379	2.1
Law					
	Male	26,237	Male	697	2.7
	Female	6,246	Female	161	2.6
	Total	32,483	Total	858	2.6
Medicine					
	Male	11,294	Male	245	2.2
	Female	2,193	Female	59	2.7
	Total	13,487	Total	304	2.3
Doctorate					
	Male	26,016	Male	294	1.1
	Female	7,783	Female	113	1.5
	Total	33,799	Total	407	1.2

Table C
Hispanic Doctoral Recipients, 1973-76
(By Field)

Field	Total		Chicanos		Puerto Ricans	
	Male	Female	Male	Female	Male	Femal
Math	2946	328	14	1	5	-
Physics	3630	130	11	-	4	-
Chemistry	4801	472	21	-	4	1
Earth Sci.	1897	137	4	-	6	-
Engineering	6432	88	16	-	17	-
Bio Sciences	11736	2804	63	7	20	4
Psychology	6651	2948	39	6	21	7
Soc sciences	8664	2234	53	8	12	9
Arts, Humanities	11760	5198	77	33	23	10
Professional	3809	766	14	6	8	2
Education	18910	7719	201	49	35	30
Other	66	20	1	-	-	-
Unknown	14	3	-	-	-	-
TOTAL	81,316	22,847	514	110	155	63

(As percentage of total)

MALES

	1973	1974	1975	1976	1973-76
Total	21,747	20,085	19,888	19,596	81,316
Chicano	78	123	147	166	514
Percentage	.5	.7	.8	.9	.6
Puerto Rican	29	38	48	40	155
Percentage	.2	.2	.3	.2	.2

FEMALES

	1973	1974	1975	1976	1973-76
Total	5,077	5,182	6,101	6,487	22,847
Chicana	16	25	29	40	113
Percentage	.4	.5	.5	.6	.5
Puerto Rican	7	17	14	25	63
Percentage	.2	.3	.2	.4	.3

Table D
Hispanic Law School Enrollments in ABA-Approved Schools, 1969-1977

	1969	1972	1976	1977
Total Law students	68,386	101,664	117,451	N/A
Hispanics (all groups)	548	1,446	2,375	2,547
Percentage	.6	1.4	2.0	N/A

(1976, 1977 analysis)

	1976	% of Total	1977	% N/A
Chicano	1,488	1.3	1,412	
Puerto Rican	331	.2	343	
Other Hispanics	556	.5	792	
Total Hispanics	2,375	2.0	2,547	

Table E
Doctoral Degrees in Education, 1973-76

	#PhD's in Education	# of PhD's	Percentage
Blacks	2090	3430	61%
Hispanics	315	842	37%
All Women	7719	22847	34%
American Indians	176	517	34%
All whites	21,634	89,190	24%
"other and unidentified:	2321	9641	24%
TOTAL	26,629	104,163	17%

Table F

Distribution of GPOP Fellowships, 1978-1979

	FEMALE					MALE					TOTAL USED	TOTAL UNUSED	TOTAL ALLOC.
	N.A.	BLACK	H.A.	A.A.	WHITE	N.A.	BLACK	H.A.	A.A.	WHITE			
FELLOWS	9	60	19	12	83	5	88	37	15	4	332	22	354
PERCENT OF TOTAL USED	2.7%	18%	5.7%	3.6%	25.0%	1.5%	26.5%	11.1%	4.5%	1.2%			
PERCENT OF TOTAL ALLOC.											93.8%	6.2%	100.0%

TOTAL, BY SEX

	FEMALE	MALE
FELLOWS	183	149
PERCENT	55.1%	44.9%

TOTAL, BY ETHNICITY

	N.A.	BLACK	H.A.	A.A.	WHITE
FELLOWS	14	148	56	27	87
PERCENT	4.2%	44.6%	16.9%	8.1%	26.2%

PERMANENT RESIDENTS

	BLACK	A.A.	TOTAL
FELLOWS	4	6	10
PERCENT	1.2%	1.8%	3.0%

STATEMENT OF MICHAEL OLIVAS, HISPANIC HIGHER EDUCATION COALITION

Mr. OLIVAS. Thank you, Mr. Ford.

I am a senior fellow for research at the Institute for the Study of Educational Policy at Howard University. I speak on behalf of the Hispanic Higher Education Coalition which is comprised of individuals representing national Hispanic organizations dedicated to improving the quality of life for Hispanic Americans and to increasing Hispanic educational participation.

This is the first concerted effort these Hispanic organizations have made to attempt to influence higher education despite the obvious stake we have in higher education.

Before I speak to the legislative recommendations that our group has made I would like to briefly summarize by indicating four priority areas that the Hispanic Higher Education Coalition has targeted which we believe distinguishes our community from other communities and even from other minority communities with regard to access and resources in education.

The first is the question of access. The second is the question of retention. The third is that of professional development and the final one is that of institutional representation.

The numbers of Hispanics have increased since 1972 when these data were collected but these increases are as large as they have been and are significant largely because of the low levels of historical access Hispanic Americans have had in this country. Largely this access has been into one sector: the public 2-year colleges. Forty-five percent of our undergraduate enrollments are in 2-year colleges, in contrast to 27 percent of white full-time enrollments.

We think this maldistribution creates a number of problems with regard to retention in the schools as well as to the eventual role that our community has in graduate education.

This is a cyclic kind of notion in that the concentration and maldistribution of our students has resulted, as indicated in table A, in a situation where Hispanics received 4.6 percent of the A.A. degrees, at the doctoral level this declines to 1.2 percent.

As you go up the educational ladder from associate to master's degrees, medical degrees and the doctorate, our numbers decline to negligible percentages.

The recommendations that we have made are made to increase the amount of latitude that the Office of Education has in determining national priorities because we realize and are sensitive to the shifting national needs.

These national priorities will increasingly require bilingual talent and a recognition and sensitivity to energy resources and trade from Spanish-speaking countries.

More than in other communities Hispanics are relying upon majority institutions. There is no network of historically Hispanic institutions, comparable to those of blacks, native American or tribal American institutions.

We have very few professsionals in educational associations and, therefore, it is increasingly necessary that we begin to target educational resources upon those constituencies that are language minority.

Under the GPOP we have recommended that under the existing authority of title IX the programs currently earmarked for domestic mining and public service be consolidated within the existing authority that the Commission has to determine national priorities.

We feel that maintaining three programs such as we have currently requires unnecessary duplication, require a fixing of program direction and contain administrative costs that we believe unnecessarily add to the overhead and detract from the money that should be going to students.

I was pleased to hear this morning the concern expressed with regard to the money getting into the students' hands because we believe our recommendations would allow far less money to go into overhead, administration, multiple proposal ratings, and multiple application preparation necessary now despite the language at present to determine shifting priorities to national needs.

We have recommended that this program be extended to master's programs. Although several GPOP awards have been made for support at the master's level, they have been largely terminal master's degrees in disciplines where the doctorate is rare or where the highest degree offered at that institution is a master's degree.

As you can see from our data included in table A-2, only 2.1 percent of master's graduates are Hispanics. So what we are talking about is not merely underwriting the expenses of doctoral students. We think that to pursue the higher level without increasing the paltry lower graduate level is not going to allow Hispanics or other disadvantaged or poor students—economically poor students—to pursue graduate work.

We are confident that any reorganization or consolidation of GPOP would give the Commissioner the autonomy and latitude necessary to determine the shifting priorities.

We are particularly pleased that the GPOP application requires an institutional commitment where points are awarded on the application for institutions who agree that they will supplement money and not remove from their existing fellowship programs money already earmarked for minority groups.

We are concerned that appropriate data be used when determining what national needs are.

The recommendation of the last 2 years that the field of education be downplayed, we believe, has worked against Hispanics who receive fewer doctorates in education than other minorities and we believe it is necessary to take into account disaggregated data with regard to race or ethnicity because different patterns will require different strategies for different underrepresented groups.

We are particularly concerned when there are so few Mexican Americans and other Hispanic-American principals, superintendents, and that decisions have not been made on the basis of aggregate doctoral data.

We believe that our suggestions to increase the latitude to the commissioner also require recommendations about how to determine what those national needs will be.

We believe that we have offered several viable suggestions for this.

We are glad to support the recommendations for lifting the ceiling on the CLEO program. It is not merely a matter of authorization in that it has been fully funded for a number of years. We would urge this because that program meets particular needs of indigent people in this country. We are not unmindful that a number of significant civil rights decisions have been borne by Hispanic litigants.

The *Miranda* decision and other cases brought by Hispanic litigants have affirmed the rights of all Americans, and we feel support to CLEO, an increased support to GPOP as well as the law school clinical experience under title XI will increase the quality of legal services available to all Americans as well as Hispanic Americans.

Our recommendations under title XI are targeted toward clients as opposed to the current emphasis on open competition with no earmarking of where the funds will go.

We believe this is more fiscally responsible in that those people who will be the receivers of the legal services can be targeted and that Congress can make its intent clearer, and that we can make sure that low-income, middle-income families, particularly those who do not have access to legal resources now, can be more targeted.

I will summarize by indicating that we believe that the data speak for themselves with regard to the historical lack of access that Hispanics have had in educational systems in this country. Although the discussion this morning revolved around what type of job markets are available, we strongly believe the people who are bilingual, who are Hispanic and minority in this country, have different types of job markets.

There was little mention made of the pull to return to communities to try to increase social and political participation in communities. We cannot produce or educate enough Hispanics to return to the community at a time when bilingual expertise is more necessary than ever. We would encourage you take under advisement the recommendations we have made, and we stand ready to work with other groups to increase the quality of education for all Americans.

Thank you, Mr. Chairman.

Mr. Ford. Maybe you could expand, Mr. Olivas, on the rationale for limiting the categorical approach now in the law.

What is the characteristic of the law that you feel does not accommodate Hispanics or any other minority group

Mr. Olivas. Because of the lack of institutional representation, we feel that with regard to Hispanics in deanships and other grant-seeking and educational leadership positions—we have, for example, only 2 Puerto Rican college presidents, only 12 Mexican American, all of them in 2-year institutions, and 2 4-year college presidents in this country—we are relying more upon majority institutions.

We feel that there is money going unnecessarily into the overhead and the maintenance of three distinct programs only two of which are earmarked for specific disciplines or areas of study. We believe the Commissioner already has the authority to determine what the national priorities are.

We could designate humanities as one, we could have a title for dentistry or any number of them. We have never been certain why domestic mining or public service were singled out for the original attention.

Mr. **Ford**. They weren't singled out for attention. Literally, they were the little red wagon that brought this program along.

Mr. **Olivas**. And we are grateful for that.

Mr. **Ford**. How would the Commissioner be better able to distribute these resources if we eliminated these categories as targeted population?

Mr. **Olivas**. That would enable schools to prepare one application for all fellowship support. It would require one larger grant application procedure, require one larger prime reading section, and we believe that the money saved in the streamlining of that could be channeled into the fellowship programs and to the student recipients who are the targets of the legislation.

We believe that the latitude for determining these already exists.

Mr. **Ford**. Do you have some idea of the criteria that you would suggest to the Commissioner for distribution of these funds?

Mr. **Olivas**. We are satisfied with the language. We would suggest that he or she have advisory committees, standing committees, or take recommendations from the same sources from which he takes information now.

We think the one umbrella program would enable all graduate constituencies to consolidate their support and try to increase appropriations for the one program. Inasmuch as the GPOP recommendations have been cut from $15 million to $7.7 million, we believe it has required too diffuse an effort to try to coordinate support for graduate professional education except for domestic mining and public service which are precluded under the application from seeking funds under GPOP.

Mr. **Ford**. Mr. Johnson, how do you respond to that?

Mr. **Johnson**. Mr. Chairman, I respond in two ways. It seems to me that first and foremost by having the categorical programs you are able to essentially put a whole profession on the hook in terms of trying to achieve certain objectives.

When you have diverse grants going to diverse schools in a very diverse process like earning a Ph. D. you essentially have no control. When you are targeting those grants to master level programs with defined programs, you have at least the control over the program and you can begin to monitor whether opportunities are being created for a whole range of people. If you take public service, for example, in our prepared testimony we have given you some data, and in relationship to the allocation of fellowships, 75 percent have gone to Caucasians, 18 percent have gone to blacks, 4 percent have gone to Hispanics, 3 percent have gone to other minorities.

In relationship to their representation in our school populations, Caucasians are represented by 81 percent, blacks by 11 percent, Hispanics by 3 percent, and other minorities by 5 percent. So we are in the position of being able to track and control. The reality, since I happen to be at one of those Ph. D., degree-granting majority institutions, is, when you talk about Ph. D. level education, it is one of the most difficult educational processes to control, and while people may get in, we have a high attrition rate in that process and it seems to me that the argument that is being put forth does not appreciably help the Hispanic community get what you would want them to have.

That is one of the reasons that I would argue against it.

In addition, I would argue against it because I think that with regard to public management education, unless we give some considered attention to that, the environment in which we are going to live as we move toward the year 2000 is going to be much changed from that environment as we understand it today.

Most of us, as I said when I remarked, grow up believing that the world is going to grow. Next year it is going to be 6 percent, or 7 percent, or 8 percent, and so our whole thinking has been developed in these terms. We have to start turning out some public managers and we must be sure that they are being turned out so that they can prepare to live in a world of less, and you have to figure out how you are going to get by without an added increase, and that is what we are prepared to do and that is why we believe that it is critical and essential that you keep targeted for public service.

Finally, as it relates to public service, it is in the Government's self-interest to look out for itself at the State and local and Federal level in the area of public management like the private sector looks out for itself in terms of making sure that they get the kind of quality people out so they can come into private industry and make a go of it in our market society.

Mr. FORD. There is one figure that particularly both of you are using. On table C, Mr. Olivas, you have Hispanic doctoral recipients, 1973 through 1976. Then you have a breakdown, Chicanos and Puerto Ricans. Does that mean that those are the only two groups of Spanish-speaking populations in the country that you consider to be Hispanic?

Mr. OLIVAS. No. I am pleased you asked. These are National Academy of Science data collected by them. They are actually collected in three categories and disaggregated into these two, and we have been working in our own way to try and change that. This year, as a matter of fact, they collected only one.

Mr. FORD. There is an invidious comparison in your statement with respect to the number of Americans going to Mexico to medical school compared to the number of Mexicans coming to the United States to medical school. When you take the rest of the Spanish-speaking countries in the Western Hemisphere, that picture turns completely around so your comparison is not really fair if Hispanic means something more than related to either Puerto Rican ancestry or Mexican ancestry.

Mr. OLIVAS. The comparison there was merely between the percentage of Americans who study in medical schools in Mexico as opposed to the number of all-Hispanic Americans being educated in the United States.

No matter how we count them or aggregate them, table B has the largest possible number for medical school. All the Hispanics, including Cuban Americans and those in South America, Colombia, Venezuela, et cetera, make up 2.3 percent of medical school graduates. The problem is how we disaggregate them. The number is very small. I am not certain that that precisely answered your point, sir.

Mr. FORD. Well, I guess my concern is the fact that your statistics would leave out my wife's family entirely because they are Peruvians; I have noticed because of her sensitivity to being left out so many times that there is a growing modern tendency to narrow the definition of Hispanic. When we started out describing people as "Spanish-speaking," it apparently was a much broader definition than is now being used by people when talking about Hispanic people in this country as a minority group.

Mr. OLIVAS. That is a point with which we are very concerned. These data are reported as collected, not as we would prefer. They are reported incorrectly by the National Academy of Sciences as Chicano and Puerto Rican as if they are the only two categories. That is merely the way they are reported and we were faithful in recording them here. That is not our preference and if you will note, the sponsoring organizations include a number of other South American and other Hispanic American, Cuban American organizations, so we are extremely sensitive and we consider ourselves quite comprehensive in our organization and in our interest. We are speaking of the Spanish-speaking people, Hispanics.

The GPOP figures themselves include all groups. They indicate under GPOP last year Hispanics made up 17 percent. So it is with numbers such as this targeted with underrepresented criteria that would encourage us once again to be for consolidating.

We think there is a better chance to target money toward those students who need it when a program designed with the underrepresented criteria such as GPOP will make awards and 17 percent of their awards went to Hispanics despite the fact that there is no Hispanic graduate institution in this country. When that is compared with the domestic mining or public service, it dictates the way that we suggest the recommendations go. We think that we have a better shot at increasing representation in a consolidated program because we have the evidence from the existing GPOP program.

Mr. FORD. Mr. Buchanan.

Mr. BUCHANAN. One of the previous witnesses recommended that the present programs be changed from a pure fellowship basis to a need-based formula. I wonder if you have any comment on that, to expand the number?

Mr. OLIVAS. There is language about distribution and underrepresentation of the disadvantaged both in public service and domestic mining as well. We believe that any need-based formula will target money toward low income and minority students by virtue of the disproportionate number of our families in low income brackets, so that we would be supportive and have been supportive in the past of any criteria that were based upon need and believe that our recommendations do the same.

Mr. BUCHANAN. Dean Johnson, do you have any comment?

Mr. JOHNSON. We support the principle of need-based formula, but I think if you look at public service what has essentially happened is that when you execute that formula exclusively on need, there are large categories of persons that get excluded and somehow you have to try to allocate so that you cover the broad spectrum of people, and in the final analysis, what you are really looking for is the attraction of high quality, and we have been able, without the formula, but by paying attention to the general requirements and being sensitive to having a diverse market, being able to have blacks, Hispanics, whites, women and have cut across the spectrum of income criteria in doing this.

In general I believe that the less regulation, the better off you are.

Mr. BUCHANAN. You make a very good case for the present programs as the rationale for the categorical programs, both in your prepared statement and in your response to the chairman's questions.

Mr. JOHNSON. Mr. Buchanan, if I might, I think one of the major problems when it comes to public service is that people think we are only talking about the Federal Government. Out there in the hinterlands in local and State governments and a lot of other jurisdictions there is an awful lot of Federal money that goes out there and you need the kinds of people out there who have some idea about what they ought to do with that money when it comes. There is no sense in us keeping sending it out if nothing effective is going to happen. If it is going to be out to the Spanish-speaking community, we have to have public managers out there that know what to do with it. That is one of the critical reasons why we think that leaving titles A and C intact is fundamentally critical over the next period of time and that is why we are asking that it be reauthorized through 1985.

Thank you, sir.

Mr. BUCHANAN. I offered as an amendment last year to the elementary education legislation what was really a bill of Congresswoman Chisholm of New York reaching down in secondary schools to search out people of promise who might be interested in biomedical degrees and working with them from that level forward.

Maybe we need something like that for public managers. One of my own little problems with what we are doing in education is that I don't know whether we are investing our money appropriately in terms of where the career opportunities are and where the national needs are. A good deal of your statement is directed at the problem of a national need for public managers.

It does seem to me that where you invest money in an area that is a clear national need, I doubt if government is going to go out of business in any level in this country and a lot of people are going to be employed by government. The Federal Government is the largest all by itself. Maybe it does make pretty good sense for us to keep an eye on national needs as well as on human resources and equities in making decisions about these programs.

Thank you.

Mr. Chairman, unless you had some response——

Mr. JOHNSON. No response.

Mr. BUCHANAN. Mr. Chairman, I would like to ask unanimous consent to have the option of submitting some questions to the previous panel because of the interruption of the vote.

Mr. FORD. Oh, yes.

Mr. BUCHANAN. For the record, that is.

I guess they are free Americans. They can answer or not. I would like to put some questions to them for the record.

Mr. FORD. I have some real problems in how you train somebody to be a public manager and whether or not you should have somebody teaching somebody to be a public manager. I went to college at the time when the fashion was to train a city manager to replace the old-fashioned politician. I believed in that methodology until I spent about 9 years in local government as a judge and as a prosecutor and city attorney. Then I went to the legislature and then came to Congress, and we tried to recreate the old political structure with a thing called the poverty program and community action because we were dealing with a population across the country that had become alienated from the decisionmaking process and didn't know how to communicate with city hall any more.

That was true all over the country except for Chicago and until fairly recently Philadelphia. The bad old system was what we tried to replicate with community outreach activities and all sorts of things and when people couldn't communicate we sometimes used that to communicate with them. Taking someone who has been selected out by whatever process as having a potential for a management job in government at some level and providing him or her with specialized education to better do that job is one thing, but taking someone and training him to be a public manager concerns me a little bit.

To what extent do we use the resources of this program for the one as distinguished from the other?

I can understand involving local mayors or planners or city managers in some specific programs on how to be better planners, how to be better fiscal agents, how to deal with personnel problems, and all these sorts of things, but how does one go about taking someone who says, "You know, some day I would like to run the city" and train him to be a public manager in a democracy?

Mr. JOHNSON. I would not suggest that our education programs do that, Mr. Ford.

Mr. FORD. According to the breakdown of the use here, we are giving degrees to people who entered the program with undergraduate credentials and no public employment at all. They just come to the program with a degree—even in my State I noticed that—and say, "I am going to be a public manager."

Mr. JOHNSON. We service a mix of populations. We service a pre-service population, that is, a set of persons who have come without degrees, and we service an in-service population; that is, a set of people who have degrees, are already in place, principally in State, local and Federal Government, and I would say that the bulk of our program services the latter population, and for our pre-service people, if you look at the kind of educational programs that they are going through, to try to summarize it I would suggest to you that we are turning out persons who are capable of joining staffs, doing budget analysis, doing data analysis, and who are capable of moving to the first rung of the ladder that leads to a career in public service.

So we work both sides of the fence, but our largest population of people is our people who are already in service at State and local or Federal level.

Mr. FORD. I am not trying to quarrel with you, but when one looks at the present law on allocation of fellowships, the first is, "Provides an equitable distribution of such fellowships throughout the United States, (2) attract recent college graduates to pursue a career in public service."

Is that still a desirable public policy for us to be legislating? Three is, "To attract persons other than recent college graduates to pursue a career in public service" and "(4) provide additional training for individuals who, by past activities, occupation, or training have demonstrated a commitment to a career in public service."

There is a big difference between 2 and 3 and No. 4.

Mr. JOHNSON. Yes. I think it is still very desirable to attract high quality persons with diverse backgrounds to public service and I think that the only way that we are going to have our very best people in public service is by setting up an environment so that they do not have to make the economic decision solely.

We compete in a market with students who might go into the private sector where at least at first blush it looks like the return on their investment is going to be greater, and we lose those people.

We do need a mechanism to attract high quality persons with diverse backgrounds and I do believe that it is still an important piece of public policy that we should not allow to get away from us. I particularly believe that in light of what has been argued on the Hispanic/Latin case, and particularly I believe that as it relates to black Americans.

Mr. FORD. What do we do when we attract recent college graduates to pursue a career in public service? How do we go about doing that under the present program? Who is it that we attract and what do we do with them?

Mr. JOHNSON. Well, there is a wide range of activities under some of the institutional support programs that are used to bring people and interest people in careers in public service. I may suggest what we do at our own school. We don't go all the way down to the elementary and secondary level, Mr. Buchanan, but we do go to college juniors, particularly minority students who are college juniors, who are good students, topflight students, who have not put any mathematics and technical courses in their undergraduate programs.

We start them as juniors at our institution, and when they go back to their undergraduate institutions we hope we have whetted their appetite so they can use those undergraduate institutions to continue their development and at the end of that year they become available to be recruited into our program or into other programs across this country, including the GPOP program, because these underrepresented areas in GPOP and the new kind of public manager require a level of quantitative and technical skill which historically has not been present in many of our public management programs, but, because of new standards that we have established, are becoming the predominant mode of educational activity in those programs.

So, it is those kinds of combinations of going off to particular populations who otherwise might not consider this career that we are using to bring people in.

Incidentally, we also would like to attract some people who are trained in undergraduate school in engineering. Well, one of the problems that we are faced with as opposed to the business schools in terms of attracting people into the public service is that the kid can't see the return on his investment and a black American engineer, a woman engineer, a Hispanic/Latin engineer, can command so much upon graduation that if you have been at the bottom of the barrel and you get a shot for the top you are going to take it or at least at 21 years old you think you are getting a shot to the top.

So we are using those fellowships to attract those populations in other areas because we feel that the public sector needs the same quality of persons that might go into the private sector. That is the only way that we can make this public/private mix of ours work. If we don't pay attention to who is coming in, we are going to find out that we are considerably behind the private sector, and once we move behind the private sector I think our system then becomes out of balance and we have all the problems of "out-of-balanceness" that we see at this point in time.

Mr. **Olivas**. Mr. Ford, we don't believe that any of the urgent personnel needs for the 1980's would be negatively affected by the consolidation of these programs. The commisioner at present has the authority either to earmark or to prioritize or to supplement or to target in any way he feels appropriate within the existing authority, so that the needs can be met, we believe, by the existing authority and if there were a tie to the question you asked this morning about what are we going to do with all these lawyers, and you indicated yourself that a significant number of lawyers go into public service, either here on Capitol Hill or other places, I would point to the declining Hispanic enrollments in law school, for example. We have not reached a peak and stuck there. We have actually declined.

For the largest Hispanic American group, Mexican-Americans, actual numbers have declined, not just percentages. Actual numbers have declined, and we feel that by consolidation of these programs, and fellowship support and institutional support under an enlarged GPOP program, we would be able to target and to arrest some of these decreases as well as meet the increasing need for public service and personnel management in Hispanic communities as well.

Thank you.

Mr. **Buchanan**. Would you yield?

Mr. **Ford**. Yes.

Mr. **Buchanan**. Just a footnote.

I am constrained to say that if you were to introduce a bill to do away with the civil service system and re-established some kind of old political spoils system, I expect I would vote for it because we will never get the civil service straightened out, particularly in terms of minority representation at high levels of the civil service, and upper, middle, and adequate representation of women unless we just shoot down the whole thing and start over again.

But, when my fellow Alabamian was Postmaster General, he twisted my arm almost completely off to get me to vote for the Postal Reorganization Act of 1970. Business was going to come in and run the Post Office right. We would have all these people who were trained in business management come in and straighten out the Postal Service. It had been a mix of patronage types and very seasoned postal people who had been working through the years that ran the Post Office Department.

I always believed if we had just given them enough money one way or the other they could have run it very well, but we put these high-powered business people in charge, managers in charge of the Postal Service and I can't say that I was wonderfully impressed with the end result. It does seem to me that whatever you hear about the Postal Service now functioning rather well, and I think it is better, the experienced people who have been in public service through the years had to have had something to do with it.

You don't necessarily run a Postal Service just exactly the way you do Blount Construction. I just have to say that. As I look at this Government of ours, some of the best people in my judgment seem to be people who have come up through the ranks in Government itself, not the only ones by any means, so there must be some value in specific training experience in the public service.

Mr. FORD. Thank you very much, gentlemen.

Mr. JOHNSON. Thank you, Mr. Chairman. Thank you, Mr. Buchanan.

Mr. OLIVAS. Thank you.

Mr. FORD. The subcommittee will stand adjourned until next Tuesday morning.

[Whereupon, at 12:45 p.m., the subcommittee was adjourned.]

[Material submitted for inclusion in the record follows:]

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MEDFORD MASSACHUSETTS 02155

June 14, 1979

Mr. Thomas R. Wolanin
Subcommittee on Postsecondary Education
619 House Office Building Annex #1
Washington, D.C. 20515

Dear Mr. Wolanin:

Enclosed is a copy of our proposed changes in the language of Title IX of the Higher Education Act, along with a rationale for these changes.

We have sent them to Chairman Ford and all members of the Subcommittee. If you have any questions or if we can provide any additional information, please contact either me or my assistant, Jeffrey A. Sheehan, at 617-623-3044.

Thank you for your help.

Sincerely,

Theodore L. Eliot, Jr. per JAS.

Theodore L. Eliot, Jr.
Dean

TLE/cw

Encs.

(617) 628-5000 Cable FLETCHER TELEX/TWX 710 328 1128

Higher Education Act of 1965
TITLE IX - GRADUATE PROGRAMS
Suggested Language Changes (In all cases, changes are underlined.)

CURRENT LANGUAGE	PROPOSED LANGUAGE
1. Part A, paragraph 1134 (a) (2) now reads:	1. Proposed change:
"to establish, strengthen, and improve programs designed to prepare graduate and professional students for public service; and"	"to establish, strengthen, and improve programs designed to prepare graduate and professional students for public service, whether at the state, local, national, or international level; and"
2. Part C, paragraph 11341 (a) now reads:	2. Proposed change:
"During the fiscal year ending June 30, 1973, and each of the succeeding fiscal years ending prior to October 1, 1979, the Commissioner is authorized to award not to exceed five hundred fellowships in accordance with the provisions of this part for graduate or professional study for persons who plan to pursue a career in public service. Such fellowships..."	"During the fiscal year ending June 30, 1973, and each of the succeeding fiscal years ending prior to October 1, 1979, the Commissioner is authorized to award not to exceed five hundred fellowships in accordance with the provisions of this part for graduate or professional study for persons who plan to pursue a career in public service, whether at the state and local, national, or international level. Such fellowships..."

TUFTS UNIVERSITY
THE FLETCHER SCHOOL OF LAW AND DIPLOMACY

Rationale for Changes in Language of
Paragraphs 1134 and 1134i of Title IX of the
Higher Education Act of 1965

I. Introduction

The Fletcher School of Law and Diplomacy believes that "Public Service" is a concept which involves international and national as well as State and local service. We believe that the proper implementation of Title IX of the Higher Education Act of 1965 requires due regard to the breadth of careers which come under the scope of "public service." We propose changes in the wording of the act in order fully to recognize the importance of national and international public service as public service.

II. Background

Title IX of the Higher Education Act of 1965 states that its purpose is to make financial assistance available to institutions of higher education to "establish, strengthen, and improve programs designed to prepare graduate and professional students for public service," and to provide fellowships "for graduate or professional study for persons who plan to pursue a career in public service." Nowhere in Parts A and C of this Title (which are the two parts which deal with public service institutional grants and fellowships) is there any additional explanation of what is meant by "public service."

In the past five years, The Fletcher School has, from time to time, qualified for Public Service Fellowships. Unfortunately, the School has always scored low in sections dealing with the definition of "public service" because the regulations have favored "public service" to mean

State and local government. As a result, although Fletcher is rated well with regard to the quality of its program and other criteria, it has been at a disadvantage due to the fact that the regulations do not include international service as public service. We believe this unfairly discriminates against a large number of public servants, and we propose that the wording of the act be changed in order fully to implement the intent of Congress.

III. International Service as Public Service

Over its 47 year history, The Fletcher School has trained men and women for careers in leadership and management in international affairs. One of the chief areas for which the School has educated its students has been in international public service. Some 15 currently-serving United States Ambassadors are Fletcher-educated. An equal number who serve in equivalent positions (Deputy Assistant Secretary of State and others of similar rank) were educated at Fletcher. Nearly 270 Fletcher graduates now work for the Department of State and related agencies of the federal government. Another 98 graduates serve the public in the U.S. Department of defense and the military services. Another 178 Fletcher graduates work in other U.S. government offices including the Executive Office of the President and the U.S. Congress. Beyond the federal government, 43 work in State and local governments, 82 graduates work for international organizations and 129 have jobs in non-profit, public service organizations, both national and international. In all, 800 men and women - or 37% of all currently employed graduates - work in careers which are directly involved with serving the public of the United States. Ambassadors, a United States

Senator, economists with the World Bank, the President of the Council on Foreign Relations - these are a very few examples of careers which can only be defined as in the "public service." Today, as over the entire history of the School, the program is designed to train leaders and managers for the entire spectrum of careers in international affairs. Fletcher graduates still enter the public service and would enter the public service in greater numbers if they received adequate fellowship support. A high percentage of those who have received public service fellowships at Fletcher are now engaged in public service professions.

And yet, the current regulations under which Title IX of the Higher Education Act is implemented tend to exclude these types of public service careers from being encouraged through federal support. Therefore, we submit the attached changes in wording of the act in the hope that the definition of public service can be expanded slightly to include this important and neglected area of public service.

UNIVERSITY OF MISSOURI-ROLLA

School of Mines and Metallurgy

Office of the Dean

30 Martin Straumanis Hall
Rolla, Missouri 65401
Telephone (314) 341-4153

June 11, 1979

Ms. Pat Rissler
Postsecondary Education Subcommittee
U.S. House of Representatives
House Office Building, Annex 1
Room 619
300 New Jersey Ave., S.E.
Washington, D.C. 20515

Dear Ms. Rissler:

Enclosed is the statement in support of reauthorization of the Mining Fellowship program, currently authorized under Part D, Sect. 961 (a) (1) of the Title IX of the 1965 Act, as amended.

I wish to thank you for your encouragement in our efforts to bring the need for continuation of the program to the Subcommittee's attention, and I wish to thank you in advance for whatever action you might take to convey the enclosed to Congressman Ford and other members of the Subcommittee.

Sincerely yours,

TJ Planje

T. J. Planje, Dean
School of Mines & Metallurgy

TJP:ps

TESTIMONY IN SUPPORT
of
REAUTHORIZATION OF TITLE IX PROGRAMS, HIGHER EDUCATION ACT OF 1965
for
THE POSTSECONDARY EDUCATION SUBCOMMITTEE
of the
COMMITTEE ON EDUCATION & LABOR

DOMESTIC MINING and MINERAL and MINERAL FUEL CONSERVATION FELLOWSHIPS
(Mining Fellowships)
Title IX, Part D, Section 961 (a) (1)
of the 1965 Act, as Amended

For the Committee on Mineral Resources
The National Association of State
Universities & Land-Grant Colleges
by
T. J. Planje, Chairman
Dean of the School of Mines & Metallurgy
University of Missouri - Rolla
Rolla, MO 65401

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SUMMARY

The Mining Fellowship Program is in its fourth year of funding and at the end of the current year about 900 students will have earned graduate degrees through the program in mining, mineral or mineral fuel engineering or sciences, including increasing numbers of minorities and women. The demand for graduates in these fields continues to exceed the supply by a significant factor, and to fulfill the requirements for personnel with graduate degrees in these fields both industry and universities continue to recruit abroad.

The state of our Nation's mineral economy is continuing to decline, and our increasing dependence upon imported mineral commodities, excluding petroleum, is a growing threat to our National security and total economy. Reauthorization of the program and continuation of the $4.5 million annual funding required for the Mining Fellowship Program would be a modest commitment in comparison with the contribution non-fuel mineral imports are making to the Nation's trade deficit.

In addition to fulfilling the technical manpower needs of industry, government and education, the program is preparing the next generation of leaders in the country's mining, mineral and mineral fuels industries. The latter is of particular significance, since in some fields, particularly mining engineering, nearly half of the active members of the profession will reach retirement age within the next five years. Furthermore, the thesis research of the fellows is serving to advance the technology in the fields, much of which is directed toward increasing productivity in the mineral and mineral fuel industries with due concern for health and safety of workers and the impact of mining and mineral operations and processes upon the environment.

Women and minorities have been grossly under represented in the mining, mineral and mineral fuel engineering and science professions over the years. The Mining Fellowship program has served to encourage increasing numbers of both groups to prepare for careers in fields in which the demand for graduates continues to exceed the supply. As in the past, few if any members of either group could pursue graduate degrees in these disciplines without financial assistance. Therefore, continuation of the program is essential, if the representation of both groups in the profession is to undergo further improvement.

Mr. Chairman and member of the Subcommittee, I am Theodore J. Planje, Dean of the School of Mines & Metallurgy of the University of Missouri-Rolla. It is my pleasure to represent the Committee on Mineral Resources of the National Association of State Universities & Land-Grant Colleges. The Association represents some 100 universities and colleges, and its Committee on Mineral Resources consist of representatives of the Nation's major mining and mineral engineering and science schools and departments, of which my school is one with a long history of education and research in these fields.

I am grateful to you and your colleagues for affording me this opportunity to offer this statement on behalf of the Committee in support of reauthorization of the Domestic Mining and Mineral and Mineral Fuel Conservation Fellowships (Mining Fellowships), as authorized in Title IX, Part D, Section 961 (a) (1) of the Higher Education Act of 1965, as amended, and we respectfully urge that the authorization for this program be renewed at the annual funding level of $4.5 million as presently authorized.

Since the program was initially authorized in fiscal year 1975, 1555 fellowships have been awarded to some 900 individuals, most of whom have completed graduate degrees in one of the several fields appropriate to the program. An increased number will receive degrees at the end of the current academic year, and 500 more fellowships will be hopefully awarded in fiscal year 1980. The program has produced nearly a fourfold increase in the graduate enrollment in these disciplines since 1974.

Inspite of the increased enrollments and number of students awarded degrees in the several disciplines, the demand for graduates continue to exceed the supply. The imbalance between supply and demand is of such proportions that industry and universities still find it necessary to recruit personnel with graduate degrees in mining and related mineral engineering fields from abroad. The last three additions to my own faculty are presently on temporary visas from Australia, Venezuela, and Turkey. My colleagues report similar practices in fulfilling their staffing needs.

As you appreciate, the Nation's mineral economy continues on the decline, and consequently the country is becoming increasingly dependent on imported mineral commodities. Based on the Department of the Interior's Mineral Commodity Summaries 1979, imports of aluminum and bauxite, antimony, barite, cadmium, chromium, copper, fluorspar, gypsum, ilmenite, mercury, nickel, selenium, silicon, sulphur, thallium, and zinc increased in 1978 over 1977. In addition the country is predominately or totally dependent upon imports for such commodities as: cesium, columbium, corundum, diamond, sheet mica, the platinum-group metals, scandium, strontium, tantalium, and tin. Our growing dependence upon imports of these mineral supplies is imparing our total economy and poses a threat to our National security, if the country should be denied access to the foreign mineral reserves for any of a number of reasons which are arising at increased frequency in our international relations.

The Mining Fellowship Program was originally authorized by Congress in its recognition that mining, mineral and mineral fuel engineering and science education and research had been badly neglected in this country over the some three decades prior to 1974. We appreciate the intent of Congress to examine the need for the several programs authorized in 1965 and by subsequent amendments to that authorization. However, the need for this program is more critical than when the program was originally authorized, as a result of the numerous federal regulations which impact upon the mining and mineral industries, most of which regulations have been promulgated since 1974.

To date, the program has been of significant benefit in ways other than increasing the supply of graduates in the fields. First, it has restored the image of the mining, mineral and mineral fuels professions, which is evidenced by the fact that student applications for the Fellowships continue to exceed the number to be awarded. However, the majority of the practicing mining, mineral and mineral fuels engineers and scientists received their academic degrees prior to or within the decade immediately following World War II. In mining alone more than fifty percent of the practicing engineers received their degrees prior to 1955, and within the next ten years will reach retirement age. Therefore, the Mining Fellowship Program, if sustained, can ultimately provide the experienced, top-level engineers and scientists required to replace the disproportionately large numbers of the present leaders in these professions in industry, government and education who will, all too soon, leave the professions. Secondly, because of the recent adoption of health and safety standards, announced coal production goals, and the surface mine reclamation legislation, research and development in the mining, mineral and mineral fuels industries have become defensive in character, primarily directed toward up-grading present technologies and practices to bring these into compliance with the prevailing regulations. This is the consequence of several factors, including: short lead-time for compliance, lack of alternate technologies in development or ready for reduction to practice, present investments in capital facilities, problems in capital formation for new facilities to implement alternate technologies and uncertainties in the future international price structure of mineral and mineral fuel commodities.

The academic research stimulated by the Mining Fellowship Program cannot effectively address the short-term needs. However, the main thrust of the research projects being pursued by the current Fellows is directed toward the development of alternate future technologies, which may meet compliance standards more readily and be more cost effective and energy efficient (see the Attachment). Increasing attention is being given to process technology for lower grade ores and alternate domestic minerals sources for imported ores. Such alternate mineral sources for metallic and non-metallic commodities is in the interest of reducing the Nation's dependence upon foreign reserves of high-grade or traditional ores for these commodities.

While the research of the Fellows may not bring forth whole new technologies, most will assess the feasibility of further research and subsequent development to be pursued by future Fellows in the Program. However, more importantly, the Mining Fellowship Program is preparing a new generation of mining, mineral and mineral fuel engineers and scientists with the education, experience and motivation to participate in activities to manage more effectively our mineral and mineral fuel reserves with appropriate concern for the health and safety of workers in the industries and the industry's impact upon the environment.

The faculties of the departments and schools of mining, mineral and mineral fuel engineering and science also suffer the same age problem, as cited above, for the profession in general. As previously mentioned, many of the faculty additions recruited in the recent past are foreign nationals, who are qualified to offer fundamental instruction, but are not familiar with the technology and practices of the industries in this country, the geological or mineralogical character of our mineral and mineral fuel reserves, or of the legislation and regulations which impact upon the industries. The Mining Fellowship Program is serving to educate better qualified individuals to fill future faculty positions to ensure that our universities can sustain viable academic programs in mining, mineral and mineral fuels.

Most importantly, the program has permitted those students, who meet the scholastic requirements to enter graduate school, to pursue advanced degrees which they would not have otherwise undertaken. The job market for B.S. graduates in the several disciplines are excellent with starting salaries ranging from $20,000 per year. Therefore, the Fellowships provide the only incentive for a select number of qualified students to pursue advanced degrees for higher level jobs, where manpower is in even shorter supply.

At the outset of the Mining Fellowship Program, women and minorities comprised less than one quarter of one percent of the active members of the mining, mineral, and mineral fuel engineering and science professions. To determine whether the Mining Fellowship program was affording women and minorities an opportunity to prepare for careers in the profession the Committee on Mineral Resources conducted a survey of the 52 universities which participated in the program during the first three years.

Unfortunately, only 37 of the institutions returned the questionnaire. However, these awarded approximately 70% of the fellowships in all three years. The percentage of women in the progam increased from 0.55% in 1975 to 15.18% in 1977, and minorities from 1.11% to 5.16%. Thus, women and minorities in the program increased from 1.66% in the first year to 20.34% in the 1977-78 academic year, better than an eight fold increase.

In number, there was one woman and two minorities in the program in 1975 and 53 women and 18 minorities in 1977 for a 24 fold increase for the 36 of the 52 universities reporting. It is reasonable to assume that the 16 universities which did not report experienced a similar increase and, if so, the actual numbers of both groups in the program that academic year could have as high as 92 out of the 500 total fellowships awarded. Therefore, the program is making a significant impact upon increasing the representation of both groups in the profession. More importantly, they are being prepared for careers in fields where the opportunities for employment and advancement will continue to expand as a result of the deregulation of domestic petroleum prices, the efforts of Congress to increase the utilization of coal as a primary energy source, and action which must be taken to revitalize the Nation's total mineral economy.

Members of the Committee on Mineral Resources

Dr. R. L. Ash, Chairman, Department of Mining Engineering
Michigan Technological University, Houghton, Michigan

Dr. Earl H. Beistline, Dean School of Mineral Industries
University of Alaska, Fairbanks, Alaska

Dr. William E. Copeland, Dean, Graduate School
Colorado School of Mines, Golden, Colorado

Dr. Fred W. Demoney, President,
Montana College of Mineral Science & Technology, Butte, Montana

Dr. William A. Dresher, Dean, College of Mines
University of Arizona, Tucson, Arizona

Dr. Douglas W. Fuerstenau, Chairman, Department of Materials
& Mineral Engineering, University of California-Berkeley, California

Dr. J. Richard Lucas, Head Department of Mining & Mineral Engineering,
Virginia Polytechnic Institute & State University, Blacksburg, Virginia

Dr. Charles L. Hosler, Dean, College of Earth & Mineral Sciences
The Pennsylvania State University, University Park, Pennsylvania

Dr. Joseph L. Leonard, Dean, College of Mineral & Energy Resources
West Virginia University, Morgantown, West Virginia

Dr. Lawrence H. Lattman, Dean, College of Mines & Mineral Industries
University of Utah, Salt Lake City, Utah

Dr. T. J. Planje, Dean, School of Mines & Metallurgy
University of Missouri-Rolla, Rolla, Missouri

Dr. Carl Rampacek, Director, Mineral Resources Institute
The University of Alabama, University, Alabama

Dr. Henry B. Smith, Dean of Engineering & Research-Engineering
North Carolina State University, Raleigh, North Carolina

Dr. Roy E. Williams, Chairman, College of Mines
University of Idaho, Moscow, Idaho

Attachment I

INSTITUTIONS PARTICIPATING IN THE FISCAL YEAR 1978 DOMESTIC MINING & MINERAL FUEL CONSERVATION FELLOWSHIP PROGRAM

(Academic Year 1978-79)

ALABAMA

University of Alabama,
"Domestic Mining and Mineral and Mineral Fuel Conservation Fellowships." Dr. George C. Wang, Associate Professor of Mineral Engineering, University of Alabama, Box 2846, University, AL 35486.

ALASKA

University of Alaska,
"Fellowship Programs for Preparing Mining Engineers or Mineral Preparation Engineers." Dr. Nils I. Johansen, Associate Professor of Mineral Engineering, University of Alaska, Fairbanks, AK 99701.

ARIZONA

University of Arizona,
"Preparing Mining and Mineral Engineers and Mineral Economists." Dr. William H. Dresher, Dean, College of Mines and Director, Arizona Bureau of Mines, University of Arizona, Tucson, AZ 85721.

CALIFORNIA

Stanford University,
"Fellowships for Applied Earth Sciences and Geophysics." Dr. Irwin Remson, Chairman, Department of Earth Sciences, Stanford University, Stanford, CA 94305.

University of California @ Berkeley,
"Graduate Programs for Leadership in Domestic Mining and Mineral and Mineral Fuel Conservation." Dr. D. W. Fuerstenau, Professor and Chairman, Department of Materials Science and Mineral Engineering, University of California, Berkeley, CA 94720.

University of California at Los Angeles,
"Ceramic Processing." Dr. John Mackenzie, Vice Chairman and Professor, Materials Department, School of Engineering and Applied Science, UCLA, Los Angeles, CA 90024.

COLORADO

Colorado School of Mines,
"Resource Conservation." Dr. William D. Copeland, Dean, Graduate School, Colorado School of Mines, Golden, CO 80401.

University of Colorado,
"Preparing Fuel Conservation Chemical Engineers." Dr. Lee F. Brown, Acting Chairman and Professor of Chemical Engineering, University of Colorado, Boulder, CO 80309.

FLORIDA

Florida State University,
"Domestic Mining and Mineral Fuel Conservation Fellowship Program." Dr. George W. DeVore, Professor and Chairman, Department of Geology, Florida State University, Tallahassee, FL 32306.

GEORGIA

Georgia Institute of Technology,
"Mineral Engineering." Dr. Joseph L. Pentecost, Chairman, Mineral Engineering Committee, Georgia Institute of Technology, Atlanta, GA 30332.

University of Georgia,
"Preparing Students in Mineral Resource Fields." Dr. Robert H. Carpenter, Associate Professor of Geology, University of Georgia, Athens, GA 30602.

IDAHO

University of Idaho,
"Domestic Mining, Minerals, and Mineral Fuels Fellowship Program." Dr. J. R. Hoskins, Head, Department of Mining Engineering and Metallurgy, University of Idaho, Moscow, ID 83843.

ILLINOIS

Northwestern University,
"Mineral Resources Engineering and Management." Dr. Charles H. Dowding, Professor of Civil Engineering, Northwestern University, Evanston, IL 60201.

Southern Illinois University,
"Fellowship Program for Surface and Deep Coal Mine Studies." Dr. John C. Guyon, Dean, Graduate Studies, Southern Illinois University, Carbondale, IL 62901.

University of Illinois-Urbana-Champaign, 2 fellowships.

INDIANA

Indiana University,
"Domestic Mining and Mineral and Mineral Fuel Conservation Fellowships." Dr. Haydn H. Murray, Chairman, Department of Geology, Indiana University, Bloomington, IN 47401.

Purdue University,
"Mineral Utilization and Mining Methods." Dr. W. L. Meier, Jr., Head, School of Industrial Engineering, Purdue University, West Lafayette, IN 47907.

IOWA

Iowa State University,
"Fellowship Program for Preparing Mining and Mineral Fuel Scientists and Engineers." Dr. Bert E. Nordlie, Professor and Chairman, Department of Earth Sciences, Iowa State University, Ames, IA 50011.

KANSAS

University of Kansas,
"Tertiary Oil Recovery Fellowship Program." Dr. Don W. Green, Professor of Chemical and Petroleum Engineering, University of Kansas, Lawrence, KS 66045.

KENTUCKY

Eastern Kentucky University,
"Preparing Geologists with Mining Specialization." Dr. Norman C. Hester, Associate Professor of Geology, Eastern Kentucky University, Richmond, KY 40475.

University of Kentucky,
"Mineral Conservation Graduate Fellowship Program." Dr. Richard S. Mateer, Professor of Metallurgical Engineering, University of Kentucky, Lexington, KY 40506.

MASSACHUSETTS

Harvard University,
"Master's and Ph.D. Program in Mining Geology." Dr. Ulrich Petersen, Professor of Mining Geology, Harvard University, Cambridge, MA 02138.

Massachusetts Institute of Technology,
"Fuels Engineering and Mineral Resource Engineering and Management." Dr. Herbert H. Einstein, Associate Professor of Chemical Engineering, Massachusetts Institute of Technology, Cambridge, MA 02139.

MICHIGAN

Michigan Technological University,
"Fellowship Program for Preparing Engineers for Mining and Mineral Industries." Dr. Donald G. Yerg, Dean, Graduate School, Michigan Technological University, Houghton, MI 49931.

University of Michigan,
"Fellowship Program for Studies on Steel Plant Waste Material Recycling." Dr. Robert D. Pehlke, Professor of Metallurgical Engineering and Department Chairman, University of Michigan, Ann Arbor, MI 48109.

MINNESOTA

University of Minnesota,

"Mineral Resource Engineering Fellowship Program." Dr. Steven L. Crouch, Associate Professor, Department of Civil and Mineral Engineering, University of Minnesota, Minneapolis, MN 55455.

MISSOURI

University of Missouri-Rolla,

"Mining and Mineral and Mineral Fuel Conservation Fellowship Program." Dr. T. J. Planje, Dean, School of Mines and Metallurgy, University of Missouri-Rolla, Rolla, MO 65401.

MONTANA

Montana College of Mineral Science and Technology,

"Preparation of Engineers and Other Scientists for Employment in Mineral Industries." Dr. Vernon Griffiths, Chairman, Graduate School, Montana College of Mineral Science and Technology, Butte, MT 59701.

NEVADA

University of Nevada-Reno,

"Preparing Mineral Scientists and Engineers." Dr. James R. Firby, Assistant Dean, Mackay School of Mines, University of Nevada-Reno, Reno, NV 89557.

NEW JERSEY

Princeton University,

"Two-year Full-time Master's Degree and Four-year Full-time Doctoral Degree Program to Prepare Engineers in Combustion Science and Technology." Professor W. A. Sirignano, Director of Graduate Studies, Department of Aerospace and Mechanical Sciences, Princeton University, Princeton, NJ 08540.

Rutgers, The State University,

"Mineral Conservation Through Recycling Technology." Dr. W. Richard Ott, Associate Professor and Graduate Director, Department of Ceramics, Princeton University, P. O. Box 909, Piscataway, NJ 08854.

NEW MEXICO

New Mexico Institute of Mining and Technology,

"Preparing Mining, Petroleum, Metallurgical, and Mineral Exploration Studies." Dr. Marvin H. Wilkening, Dean of Graduate Studies, New Mexico Institute of Mining and Technology, Socorro, NM 87801.

NEW YORK

Columbia University,
"Full-time Master's Degree Program for Mining Engineers, Mineral Engineers, and Mineral-Metallurgists." Dr. John K. Tien, Professor, Henry Krumb School of Mines, Columbia University, New York, NY 10027.

Cornell University,
"Fellowship Program in Economics Geology." Dr. Donald L. Turcotte, Professor of Geological Sciences, Cornell University, Ithaca, NY 14853.

NORTH DAKOTA

University of North Dakota,
"Lignite Fellowship Program." Dr. A. William Johnson, Graduate School, University of North Dakota, Grand Forks, ND 58202.

OHIO

Case Western Reserve University,
"Education in Petroleum Geology, Improved Coal Processing and Recycling." Professor John F. Wallace, Chairman, Department of Metallurgy and Materials Science, Case Western University, 10900 Euclid Avenue, Cleveland, OH 44106.

Ohio State University,

OKLAHOMA

University of Oklahoma,
"Program for Preparing Petroleum and Geological Engineers." Dr. Gordon Atkinson, Dean, Graduate College, University of Oklahoma, Norman, OK 73019.

University of Tulsa,
"Petroleum Exploration." Dr. Stanley J. Laster, Associate Professor of Geophysics, University of Tulsa, Tulsa, OK 74107.

PENNSYLVANIA

Lehigh University,
"Fellowships Program for Preparing Scientists and Engineers for Careers in Mineral and Mineral Fuel Conservation." Dr. J. Donald Ryan, Professor of Geology, Lehigh University, Bethlehem, PA 18015.

Pennsylvania State University,
"Domestic Mining and Mineral and Mineral Fuel Conservation Fellowships." Dr. B. F. Howell, Jr., Associate Dean, Graduate School, Pennsylvania State University, University Park, PA 16802.

SOUTH DAKOTA

South Dakota School of Mines and Technology,
"Fellowship Program Preparing Engineers for Mineral Fuels and Processing Industry." Jack A. Redden, Acting Dean, Graduate Division, South Dakota School of Mines and Technology, Rapid City, SD 57701.

TEXAS

Southern Methodist University,
"Fellowship Program for Preparing Exploration and Development Oriented Geologists." Dr. Charles F. Dodge, Adjunct Professor of Geological Sciences, Southern Methodist University, Dallas, TX 75275.

Texas Tech University,
"Interdisciplinary Program in Enhanced Oil Recovery." Dr. Harry W. Parker, Professor of Chemical Engineering, Texas Tech University, Lubbock, TX 79409.

University of Texas @ Arlington,
"Fellowship Program for Preparing Exploration and Development Oriented Geologists." Dr. Charles I. Smith, Professor and Chairman of Geology, University of Texas @ Arlington, Arlington, TX 76019.

University of Texas @ Austin,
"Enhanced Oil Recovery and Exploration." Dr. Robert S. Schechter, Chairman, Department of Petroleum Engineering, University of Texas @ Austin, PEB 211, Austin, TX 76712.

UTAH

University of Utah,
"Fellowship Program for Training Engineers in Mining and Mineral and Mineral Fuel Conservation Technologies." Dr. David M. Bodily, Associate Professor of Fuels Engineering, 311 Browing Mineral Science Building, University of Utah, Salt Lake City, UT 84112.

VIRGINIA

Virginia Polytechnic Institute & State University,
"Fellowships in Coal Technology." John E. Osborne, Jr., College of Engineering, VPI, Blacksburg, VA 24061.

WASHINGTON

Eastern Washington University,
"Fellowship Program for Mineral Fuel and Energy Exploration Training." Dr. Ernest H. Gilmour, Professor of Geology, Eastern Washington University, Cheney, WA 99004.

Washington State University,
"Fellowships Program for Preparing Exploration Geologists." Dr. W. Frank Scott, Professor and Chairman, Department of Geology, Washington State University, Pullman, WA 99164.

University of Washington,

WEST VIRGINIA

West Virginia University,
"Domestic Mining and Mineral and Mineral Fuel Conservation Fellowships." Dr. Stanley Wearden, Dean, Graduate School, West Virginia University, Morgantown, WV 26506.

WISCONSIN

University of Wisconsin-Madison,
"Fellowship Program for Preparing Mining Engineers." Dr. Robert W. Heins, Professor of Mineral Engineering, Department of Metallurgical and Mineral Engineering, University of Wisconsin, Madison, WI 53706.

WYOMING

University of Wyoming,
"Fellowship Program for Mineral Fuel Development." Dr. D. L. Stinson, Head, Mineral Engineering Department, University of Wyoming, Laramie, WY 82071.

THE UNIVERSITY OF MICHIGAN
HORACE H. RACKHAM
SCHOOL OF GRADUATE STUDIES
ANN ARBOR, MICHIGAN 48109

OFFICE OF THE DEAN

March 20, 1979

Honorable William D. Ford, Chairman
U.S. House of Representatives
Subcommittee on Postsecondary
Education
House Office Building
Washington, D.C. 20515

Dear Congressman Ford:

This letter is prompted by the upcoming reauthorization of the Higher Education Act. More specifically, I would like to share some thought with you regarding Title IX-Graduate Programs.

Perhaps I should begin by saying that we are not as pessimistic as many people are about the future of graduate education. We are beginning to see some indication that this important sector of postsecondary education may be able to hold its own in terms of overall enrollment, if it can appeal to a broader spectrum of potential students. In fact, if the current trends in the enrollment of women and other "non-traditional" students are maintained the numbers of students coming to graduate school will increase. The strength of this trend is confirmed by recent studies done by Dr. David Goldberg, a demographer in our Population Studies Center. Furthermore, if the percentage of high school students who decide to go to college increases only slightly [or "by a very slight margin"], the demand for teachers and, hence, for places in graduate schools will increase as well. That the latter is a very real possibility is suggested by the fact that this percentage has been much higher than it is now and would be increased by any of the several changes in the student funding programs which are presently being considered.

Graduate programs here at Michigan which attract minorities, females, older persons and part-time students have experienced increasing enrollments with no diminution in quality. Not all of our programs are able to cater to a more diverse clientele, but many do; I would posit, therefore, that the next few years could be a period of reorientation, instead of retrenchment, for graduate and professional education. Rather than hunkering down and expecting the worst, we should be seizing this opportunitiy to serve new segments of the population and to improve the quality and effectiveness of our programs. In reconsidering Title IX, then, I would hope that you and your colleagues will view the immediate future as a time of challenge and transition for graduate education.

Let me turn now to some recommendations regarding the present Title. I would urge, first of all, that Section 961 be couched in much broader terms. That is, rather than enumerating only certain activities, such as domestic mining, this section should be modified to give the Commissioner much more latitude in meeting national needs. Clearly, this added flexibility would help in attracting graduate students into critically important programs.

In a somewhat similar vein, I would argue that Section 966 should be made applicable to graduate and professional training in general. Also, this section should provide a means for people who can demonstrate financial need to undertake graduate work which will enable them to enter or re-enter the labor force. Enclosed is a proposed revision of Section 966 which would broaden access to graduate study and thus distribute its benefits more widely.

I respectfully submit that changes like these, if effected and funded, will ensure that the nation's graduate schools serve a more diversified population of students in ways that will be clearly responsive to the national interest.

Please feel free to call on me if I can be of assistance.

Sincerely,

Alfred S. Sussman

Alfred S. Sussman
Dean

AS:lc

cc: Dr. David Heebink

enclosure

PROPOSED REVISION OF SECTION 966

Assistance for Graduate or Professional Training

(A) The Commissioner is authorized prior to October 1, 1989, to make grants to, or enter into contracts with, institutions of higher education for the purpose of assisting individuals who demonstrate financial need, as determined in accordance with criteria prescribed by the commissioner, to undertake graduate or professional training which will improve their opportunities for gainful employment.

(B) Grants made, and contracts entered into, under subsection (A) may cover, in accordance with regulations of the Commissioner, all or part of the cost of:

(1) selecting individuals who demonstrate financial need and whose opportunities for gainful employment would be improved by graduate or professional training,

(2) facilitating the entry of such individuals into institutions of higher education for the purpose of pursuing such training,

(3) providing counseling or other services designed to assist such individuals to complete such training successfully,

(4) paying such stipends (for travel connected with any required field work) as the Commissioner may determine for such individuals for any period of training during which such individuals maintain satisfactory academic proficiency, as determined by the Commissioner, and

(5) paying for administrative activities of the institutions of higher education which receive such grants, or with which such contracts are entered into, to the extent such activities are in support of the functions described in clauses (1) through (4).

(C) The activities authorized under this section may be carried out without regard to the requirement in Section 961 of this part that such graduate or professional training must necessarily lead to a degree, and without regard to the requirements and limitations set forth in Sections 962 and 963 of this part.

NASPAA

NATIONAL ASSOCIATION OF SCHOOLS OF PUBLIC AFFAIRS AND ADMINISTRATION

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July 24, 1979

The Honorable William D. Ford
Chairman, Subcommittee on
 Postsecondary Education
619 RHOB, Annex I
Washington, DC 20515

Dear Mr. Chairman:

The National Association of Schools of Public Affairs and Administration (NASPAA) is happy to put into the record our response to the Administration's proposal concerning the Higher Education Act Reauthorization, particulary Title IX.

The Administration proposes a reauthorization of Parts "A" and "B" of Title IX in a program titled the Graduate and Professional Opportunities Program (GPOP). This proposal would require that institutions to be eligible for an award of fellowships must also be a recipient of institutional support. We believe this linkage between the proposed Parts "A" and "B" to be unduly restrictive if the broadest spectrum of institutions is to be enlisted to achieve the policy goals of GPOP.

Our major concern, however, is that the Administration's proposal specifically recommends that Part "C", which provides for public service fellowships, not be reauthorized.

NASPAA disagrees with that suggestion most vigorously. Not from a narrow selfish interest, but because of the obvious need for continuing to develop talent capable of improving public management and performance. The central theme of government reorganization - Civil Service Reform - is improved management and governmental performance. Such a management emphasis surely suggests that in the past, there was not nearly enough concentration on management.

The need for improved management is starkly evident NOW. It will not go away in the future. In fact, the forecast is that public managers will have to do the job better and on less in the future. Furthermore, it is in the federal government's self-interest to help state and local governments improve their management capacity and performance, in view of the billions of dollars which flow back to these jurisdictions each year. The Administration's proposal postulates that the government has sufficient high-quality managerial talent. We seriously doubt that contention.

The executive branch professes a keen interest in improving public management and performance. This can be done by encouraging those already in the public service to improve their managerial and performance skills; by assisting educational institutions to produce well trained persons to enter public management careers; and by continuing incentives such as the public service fellowships authorized by Part "C" to encourage high-quality persons to enter educational programs. These incentives are particularly important to attract high-quality minority persons to careers in public management.

The Congress has been unswerving in its support of Parts "A" and "C", to improve management capacity. We ask you to continue this small, but important program in public management education.

Sincerely,

Norman J. Johnson

Norman J. Johnson, Associate Dean
Carnegie-Mellon University
Chairperson, Governmental Relations
Committee

NJJ/jfg

REAUTHORIZATION OF THE HIGHER EDUCATION ACT AND RELATED MEASURES

Part 7—Title XII

THURSDAY, JULY 12, 1979

House of Representatives,
Subcommittee on Postsecondary Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:30 a.m., in room 2261, Rayburn House Office Building, Hon. William D. Ford (subcommittee chairman) presiding.

Members present: Representatives Ford, Peyser, Bailey, Biaggi, and Ratchford.

Staff present: Thomas Wolanin, staff director; Patricia F. Rissler, deputy staff director; William C. Cohen, minority assistant education counsel; and Jennifer W. Vance, minority legislative associate.

Mr. Peyser [presiding]. The Subcommittee on Postsecondary Education will now come to order for the purpose of continuing its hearings on reauthorization of the Higher Education Act and related measures.

Our hearing this morning will focus on title XII of the Higher Education Act. Among the provisions of title XII are sections 1202 and 1203 which provide for State postsecondary education commissions and for Federal assistance for comprehensive statewide planning in postsecondary education. States which desire to receive Federal assistance for comprehensive statewide planning must create a commission that is broadly and equitably representative of the general public and the postsecondary education community. Forty-eight States have created such commissions or designated existing State agencies which meet the criteria in the law. These States are receiving Federal assistance for statewide planning. The 1202 commissions can also serve as the State planning agency for the purposes of the planning required by title I, Service and Continuing Education, title VI, Undergraduate Instructional Equipment, title VII, Academic Facilities Construction, and title X, Establishment and Expansion of Community Colleges. The 1202 commissions were created by the Education Amendments of 1972 and have been funded at $3 or $3.5 million per year since fiscal year 1973.

Title XII more broadly contains the general provisions relating to the Higher Education Act, and one of our witnesses this morning will address some of those provisions.

In addition, at the request of Congressman Moakley of Massachusetts, we will hear from Mr. Tony Farma, president of the United States Association of Evening Students, who will share with us his concerns relating to part-time and adult students.

Before calling our first witness, I am pleased to announce that Secretary Joseph Califano will testify before the subcommittee on Tuesday, July 17, to present the recommendations of the administration on this reauthorization.

I am pleased to have with me this morning Congressman Bailey of Pennsylvania, who will join with us.

The first panel this morning is made up of Mr. Aims McGuinness, education commission of the States, Denver, Colo., Mr. Douglas Smith, special assistant, office of the Governor, Lansing, Mich., and Dr. Dorothy Harrison, deputy commissioner for higher and continuing education, New York State Department of Education.

We would appreciate it if the first panel would come forward and take seats up here, and then we will proceed with the hearing. If you would come forward.

I would also like to state at this time that the written testimony which has been submitted will be entered in the record. You may speak from that if you wish or you may summarize and bring forth any issues at this time.

[The prepared statements referred to follow:]

Education Commission of the States
Suite 300 · 1860 Lincoln Street
(303) 861-4917 Denver, Colorado 80295

1202 COMMISSIONS AND STATEWIDE PLANNING FOR POSTSECONDARY EDUCATION

A review of the background and implementation of Sections 1202 and 1203 of the Higher Education Act of 1965 from 1972 to 1979, and policy recommendations for the 1979/80 Reauthorization Process

Prepared for Presentation to the Subcommittee on Postsecondary Education

U. S. House of Representatives

Aims C. McGuinness, Jr.

Education Commission of the States

Denver, Colorado

EXECUTIVE SUMMARY

The statement includes six sections:

- what are the 1202 Commission provisions, and how did they come about?
- how have states implemented the 1202 Commission provisions?
- what activities have 1202 Commissions undertaken since 1974?
- what changes have occurred in the nature and scope of statewide planning from 1972 to 1979?
- what can be learned from the 1202 Commission experience?
- what policy alternatives should the subcommittee consider in the reauthorization process?

Section 1202(a) of the Higher Education Act of 1965, as amended, states in part

> "Any state which desires to receive assistance under section 1203 (comprehensive planning) or Title X (community colleges) shall establish or designate an existing State Agency or State Commission.....which is broadly and equitably representative of the general public and public and private nonprofit and proprietary institutions of postsecondary education in the State....."

These commissions have come to be known as "The 1202 Commissions." While the focus is often on the commissions themselves, the provisions as a whole actually constituted a complex compromise drawing together several previously separate proposals which was developed by the House - Senate Conference Committee on the Education Amendments of 1972. That agreement was based on the following propositions:

1. That it was in the federal interest that states undertake comprehensive planning aimed at achieving rational use and allocation of federal, state, and other resources for postsecondary education;

2. That the federal government should, to the extent possible, assist existing state efforts to plan for postsecondary education;

3. That it is in the federal interest that state planning focus not only on traditional public higher education (the emphasis of many existing state agencies) but on the full range of postsecondary education: collegiate and noncollegiate; public, private nonprofit and proprietary.

4. That federal requirements for state plans for categorical programs should be integrally related to comprehensive planning for all postsecondary education, and finally;

5. That states should be given the option, but should not be required, to consolidate federally required state agencies with the 1202 Commissions.

The statement reviews the issues raised in the initial efforts by the U.S. Office of Education to develop rules and regulations for the 1202 Commission provisions in late 1972, the indefinite postponement of implementation in early 1973, and the oversight hearings held before the House Special Subcommittee on Education in April of that year. Following the appropriation of limited funds in fiscal year 1974 for section 1203 Comprehensive Planning, the 1202 Commission provisions were finally implemented in early 1974. In that process, the Office of Education followed a deliberate policy of leaving the interpretation of the provisions and the responsibility for meeting the requirements to the states.

Given the small amount of funding available (approximately $1 million for fiscal year 1974), the response from the states was extraordinary. By early 1975, 46 states, the District of Columbia, Puerto Rico, the Virgin Islands, American Samoa, and Guam had designated existing agencies as the 1202 Commissions or established new agencies.

How Have States Implemented 1202 Commissions?

The statement analyzes how states have implemented 1202 Commissions in relationship to the state constitutional or statutory structure for planning and coordinating or governing postsecondary education. The analysis shows that:

- the Congressional intent that, to the extent possible, 1202 Commissions be existing state agencies has largely been fulfilled; in 41 of the 48 states with 1202 Commissions, the Commission is the same as, or directly related to the states' principal postsecondary education agency;
- 1202 Commissions have not led to increased centralized state control of public higher education;
- states which had to establish new 1202 Commissions or change the membership of existing boards to meet 1202 Commissions requirements were generally states with state agencies focused only on governing public higher education;
- the "broadly and equitably representative" requirement in subsection 1202 (a) is being met by a variety of mechanisms (advisory councils, for example), and not necessarily by the actual composition of the designated board or commission.

What Activities Have 1202 Commissions Undertaken?

The statement summarizes the activities 1202 Commissions have undertaken with assistance under section 1203, grants for comprehensive planning in each year from 1974/75 to 1978/79. The analysis shows an increasing breadth and complexity of activities of this five year period. The most frequent activities in 1978/79 were:

- development or revision of comprehensive or master plans;
- development of computerized management information systems;
- role, scope and mission studies;
- adult and condinuing education and planning related to changing enrollment patterns;
- educational, student assistance and occupational information services; planning outreach, guidance and counseling services despite certain common patterns.

The activities have varied greatly across the states relating to unique needs and circumstances. In most states, federal funding has supported only a portion of the cost of the planning activities.

What Changes Have Occurred in Statewide Planning Since 1972 to 1978?

The statement reviews changes in the nature and scope of statewide planning for postsecondary education from 1972 to 1978. Based on an ECS survey of the states, it was found that:

- the legal authority of state higher/postsecondary education agencies has broadened significantly since 1972 to encompass all postsecondary education in most states;
- the number of states with master plans for postsecondary education in effect or under development increased sharply from 1972 to 1978;
- in states with master plans, all showed a significant broadening of the range of postsecondary education sectors considered in the planning from 1972 to 1978;
- in the general data-gathering and analysis activities of state agencies there was also a significant broadening of the sectors included from 1972 to 1978;
- there was a significant increase in the number of special studies related to student assistance and other concerns related to all postsecondary education from 1972 to 1978.

While other forcus influenced these changes, the 1202 Commission provisions clearly played a role in most states. The change which is most stricking is the increased attention given in statewide planning to private nonprofit and proprietary institutions in 1978 in contrast to 1972.

States have also moved voluntarily to consolidate state administration of Title I (Community Service and Continuing Education) and Title VI (Undergraduate Institutional Equipment) and Title VII (Academic Facilities) with 1202 Commissions. In 1979, 35 of the states assign Title I to the 1202 Commission or the same agency as the Commission. Forty-two of the states do so for Titles VI and VII.

What Can Be Learned From The 1202 Commission Experience?

These points are made:

1. Despite the relatively small amount of federal funding involved ($12.174 million over five years), the 1202 Commissions have played a significant role in broadening the scope and increasing the extend of statewide planning. This suggests that a small federal

program like this can have an impact far beyond the limited dollars invested on the use and allocation of resources for postsecondary education, provided

- the program is addressed to an issue which is politically salient at the state level; and
- the program is designed to link with the state policy-making process.

2. A federal requirement that states adopt a specific organizational structure to be eligible for federal funding is not an effective means to influenced state policy or to achieve state-level coordination. The answer is for the federal government not to mandate state structure but to require the state to demonstrate how, in a manner appropriate to the state's own structure, the substantive objective sought by the federal government is to be achieved.

The statement reviews several misconceptions about 1202 Commissions and emphasizes, among other points, that the Commission's role was never intended to be limited to administration of categorical programs.

The statement concludes with an outline of a proposal to replace the 1202 Commission provisions with a new Title designed to pull together, strengthen and simplify the provisions of the Higher Education Act governing the relationship between the federal government and the states in postsecondary education policy, planning and administration. The key feature of this "state provisions" title would be a "General Agreement" between each state and the federal government. The General Agreement would include certain basic assurances common to all states, but would be individually tailored to relate to the unique circumstances in each state.

States with General Agreements in effect would then be eligible to enter into supplemental agreements related to various categorical programs.

The proposal is founded on the proposition that effective statewide planning is of fundamental interest to the federal government. While it would replace the 1202 Commissions, it would build on that experience and provide for a more effective means for the states and the federal government to work cooperatively in addressing the critical issues of the 1980's.

Mr. Chairman, Honorable Members of the Subcommittee:

I am Aims McGuinness of the Education Commission of the States. My testimony this morning is presented not only on behalf of ECS, but more specifically, from one personal perspective of one who has taken a special interest in 1202 Commissions from their conception back in 1972.

Several of the members of this subcommittee who played key roles in the Education Amendments of 1972 are no longer here and therefore I thought it would be useful to review briefly how the 1202 Commission provisions came about and several of the issues which arose in early implementation.

Then I will cover four areas:

- how states have implemented 1202 Commissions in relation to their existing state structure for postsecondary education;
- what activities 1202 Commissions have undertaken with federal assistance under section 1203 since funding was first available in fiscal year 1974;
- what changes have occurred from 1972 to 1979 in state planning which relate to the theme of section 1202; and
- what key policy lessons can be learned from the 1202 Commission experience that might be helpful in the current reauthorization.

Finally, I will outline a suggestion building on the 1202 Commission experience, for pulling together and simplifying the provisions of the Higher Education Act governing the relationship between the states and the federal government in postsecondary education.

WHAT ARE THE 1202 COMMISSIONS PROVISIONS AND HOW DID THEY COME ABOUT?

Section 1202(a) of the Higher Education Act of 1965, as amended, states, in part, that:

> Any state which desires to receive assistance under section 1203 (Comprehensive Planning) or Title X (Community Colleges) shall establish or designate an existing State Agency or State Commission ... which is broadly and equitably representative of the general public and public and private nonprofit and proprietary institutions of postsecondary education in the state ...

States were authorized to consolidate, after July 1, 1973, with these so-called "1202 Commissions" the state commissions required under Title VI (Undergraduate Instructional Equipment) and Title VII (Academic Facilities), and the state agencies or institutions of higher education designated under Title I (Community Service and Continuing Education). Section 1203 authorizes the Commissioner of Education to make grants to 1202 Commissions for comprehensive planning for postsecondary education.

While the focus is often on the 1202 Commissions themselves, the 1202 Commission provisions as a whole actually constituted a complex compromise drawing together several previously separate proposals. The compromise was developed late at night on April 25, 1972 in the closing hours of the House-Senate Conference on the Education Amendments of 1972. With major attention of the debate in 1971 and 1972 on the issues such as institutional vs. student aid, the 1202 Commission provisions advanced through the legislative process virtually unnoticed. The interest groups which supported various elements of what became the final compromise concentrated on the sections of primary concern to them: community colleges focused on Title X, the Comprehensive Community College Act; vocational education, community colleges and branch campuses of universities focused on the Occupation Education Act, and so forth.

What the conferees faced was a series of proposals, each of which would have to be included in the final bill, but each of which included essentially separate and different state structures and state plan requirements. If enacted as proposed, the provisions would have had unprecedented fragmenting and self-destroying effects not only on the implementation of the programs, but most importantly, on the efforts of states to undertake comprehensive planning for postsecondary education.

Underlying the final conference agreement were these basic propositions, all of which are valid today:

1. That it is in the federal interest that states undertake comprehensive planning aimed at achieving rational use and allocation of federal, state and other resources for postsecondary education;

2. That the federal government should, to the extent possible, assist existing state efforts to plan for postsecondary education;

3. That it is in the federal interest that state planning focus not only on traditional public higher education (the emphasis of many of the existing state agencies) but on the full range of postsecondary education: collegiate and non-collegiate; public, private nonprofit and proprietary;

4. That federal requirements for state plans for categorical programs should be integrally related to comprehensive planning for all postsecondary education; and, finally;

5. That states should be given the option, but should not be required, to consolidate federally required state agencies with the 1202 Commissions.

The fundamental emphasis of the 1202 commissions was intended to be, and has been, federal on encouragement of a planning process at the state level designed to achieve a balanced and rational allocation and use of resources to the end that such planning will lead to more effective and efficient use of billions of dollars of federal student assistance and categorical funding expended within the states. The emphasis of section 1202 has not been on providing funding to states to administer federal or state programs, and, in fact, the funds appropriated under section 1203 have not been used for this purpose.

The compromise on 1202 Commissions, which seemed eminently sensible late one night in April 1972, became one of the most hotly debated outcomes of the Education Amendments of 1972 just one month after passage by Congress -- even before the bill was signed into law. There were many reasons for this, but four are especially relevant for today's deliberations:

1. The 1202 Commissions were the most visible symbol of the emphasis of the '72 amendments on the concept of "postsecondary education," especially the need to give full consideration to noncollegiate institutions and to private and nonprofit and proprietary institutions. Uncertainties were created, especially for traditional higher education, because new actors were now on the stage;

2. Supporters of specific programs (grants for community colleges and occupational education) suddenly found that their previously independent programs were linked together with the 1202 Commissions. Of greatest concern to many was the potential role of 1202 Commissions in bridging the gap between vocational education and higher education; the issue of which agency would be the 1202 Commission and which sector would control it became a hot issue at a state level;

3. Representatives of public colleges and universities saw 1202 Commission,

as an effort of the federal government to reinforce state regulatory bodies with the result that institutional autonomy would be threatened; and, finally;

4. Despite the emphasis of section 1202 on designation of existing agencies, the "broadly and equitably representative" membership requirement ran directly counter to the trend at the state level to have lay membership on state higher education boards and to remove institutional interests from such boards.

Recognizing the implications and potentially volatile reactions to the 1202 Commission provisions, the Bureau of Postsecondary Education of the U.S. Office of Education, under the leadership of Deputy Commissioner Joseph Cosand, undertook an unprecedented effort to seek the advice and assistance of the states and the education community in the development of rules and regulations. John Phillips, who is appearing before you this morning, was the key figure in that effort as head of the U.S. Office of Education Task Force responsible for 1202 Commission implementation.

The U. S. Office of Education process, which in itself did much to build communication among sectors of postsecondary education unheard of before 1972, came to an abrupt halt on March 7, 1973. The Commissioner of Education announced that, since President Nixon's budget did not provide funding for the programs related to 1202 Commissions, implementation of the commissions was being "indefinitely postponed."

Shortly thereafter, Congressman James G. O'Hara, then chairman of this subcommittee, conducted a series of oversight hearings on 1202 Commissions. In these hearings, Chairman O'Hara concentrated on the U.S. Office of Education's decision not to implement these provisions, and on the implications of this for the states and for the future of programs such as Title X, which depended on 1202 Commissions. A basic point made at those hearings provided the rationale for the policy which guided the eventual implementation of 1202 Commissions one year later. In those hearings, the Chairman made the following statement:

> I recognize the theoretical justification of rules and regulations is to implement the law, but I think they more often obstruct the implementation of the law. I think we have too many of them, and I see no reason why a state can't go ahead and establish a 1202 Commission. What do they need regulations for?
>
> In fact, beyond very simple notices in the Federal Register about applications for funding under section 1203 for comprehensive planning, no formal rules and regulations on 1202 Commissions have ever been issued. The U.S. Office of Education has purposely taken a low-key approach to administering the programs and has provided the maximum flexibility to the states in the organization of the commissions and in the activities they have undertaken with funding under section 1203. This approach has been the key to the program's acceptance and support in the states and to its success in encouraging expanded statewide planning for postsecondary education.

Funds were eventually appropriated for comprehensive planning by 1202 Commissions late in 1973 in the fiscal year 1974 appropriations bill and a colloquy on the House floor underscored that a portion of the funds was to be used for 1202 Commissions.

On the basis of this Congressional mandate, the Commissioner of Education wrote to each governor on February 1, 1974, asking if they wished to establish or designate a 1202 Commission to be eligible for their share of approximately $1 million for comprehensive planning. The governors were informed that they had the option to designate an existing agency which met the "broadly and equitably representative" requirement, augment the membership of an existing agency for this purpose, or create an entirely new commission.

Given the small amount of federal funding available (and the limited prospects for substantial additional funding in the immediate future), the response of the states to the Commissioner's letter was extraordinary. In fact, several states had already designated 1202 Commissions in 1972 and 1973. Within one year -- by February 1, 1975 -- 46 states, the District of Columbia, Puerto Rico, the Virgin Islands, American Samoa and Guam had designated 1202 Commissions.

The only states not designating commissions by that time were Colorado, North Carolina, Tennessee and Wisconsin.

In the first year, fiscal year 1974, each state received a flat grant of $26,105. In fiscal year 1975, $2 million was available, and each state received either a base amount of $26,195 or an additional amount based on population 17 to 54. The maximum grant was $102,026. In each fiscal year since 1976, $3 million has been available for section 1203 grants, and funds have been distributed on the basis of a two-part formula: each state has received a minimum grant of about $30,000 and the remainder has been distributed on the basis of population age 17 and up. The grants have ranged from the minimum of $30,000 to a maximum of approximately $175,000.

In every fiscal year since 1973, with the exception of the first Carter Administration budget for fiscal year 1977, the Administration has proposed zero funding for section 1203. The arguments for this have varied over the years, but basically they have been that:

1. The programs related to 1202 Commissions (primarily Title X) were not funded and, therefore, the commissions were not needed to administer federal programs (a basic misunderstanding of the purpose of section 1203 grants);

2. State planning is a state responsibility and and not in the federal interest to support; and

3. The 1202 Commissions have been so successful with federal aid that they no longer need assistance because the states will now carry on without federal assistance!

The Education Amendments of 1976 essentially continued the 1202 Commission provisions without change except that a new provision on grants for interstate planning was added; Title X, Part B, Occupational Education Act, was repealed; the amendments to the Vocational Education Act required involvement of the commissions in development of the state plans for vocational education; a reference to 1202 Commissions was added to Title IX (Graduate Education) of the Higher Education Act; and the Conference Report stressed that 1202 Commissions should undertake planning related to postsecondary adult and continuing education.

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HOW HAVE STATES IMPLEMENTED 1202 COMMISSIONS?

A basic expectation of the Congress was that the state agencies designated as 1202 Commissions would be the existing state agencies for statewide planning, coordinating and governing higher education in the states. In 1972, 47 states had such agencies. In 19 of these states the agency was a statewide "governing board", a board responsible for actually operating the state's public colleges and universities. In 28 of the states, the agency was a statewide "coordinating board", an agency responsible for overall planning and coordination of higher education but with the actual operation of institutions being the responsibility of two or more governing boards in the state.

Chart A shows how 1202 Commissions are implemented in the 50 states as of today. Not included on this chart are the District of Columbia, Puerto Rico, the Virgin Islands, American Samoa, Guam, the Trust Territories of the Pacific Islands, and the Mariana Islands, all of which currently have 1202 Commissions.

The chart is organized to show the relationship of the 1202 Commissions to the existing state structure for statewide planning and coordinating or governing postsecondary education. These points should be emphasized:

1. The Congressional intent that, to the extent possible, 1202 Commissions be existing state coordinating or governing agencies has largely been fulfilled. In 41 of the 48 states with 1202 Commissions, the commission is the same as, or directly related to, the existing state board or agency for planning and coordinating or governing postsecondary education under state law. In several of these states, the 1202 Commissions is composed of members of the existing board plus representatives of private non-profit, proprietary and vocational/educational institutions. In other states, the 1202 Commission is a body separate from, but administratively tied to, the existing state agency.

CHART A

IMPLEMENTATION OF 1202 COMMISSIONS IN RELATION TO STATE STRUCTURE FOR PLANNING AND COORDINATING OR GOVERNING POSTSECONDARY EDUCATION

1979

States with 1202 Commission the same as or administered by the state board of planning, coordinating or governing postsecondary education under state law.

The State Agency Designated as the 1202 Commission is:	Classification of Statutory or Constitutional Statewide Boards for Planning and Coordinating or Governing Postsecondary Education						Total States
	Consolidated Statewide Governing Board	Consolidated Statewide Governing Board and an Overall Coordinating Agency	Consolidated Governing Board with Statutory Planning Agency	Statutory or Constitutional Coordinating Agency	Statewide Governing Boards for Junior and Senior Institutions—No Statutory Coordinating Board	No Statutory Statewide Agency	
Statewide Governing Board	Idaho*						1
Governing Board with Augmented Membership	Hawaii* Nevada* Rhode Island* Utah* West Virginia*						5
Administered by Governing Board but in Separate Commission	Montana* North Dakota*				Arizona Wyoming[1]		4
Statewide Coordinating Board		Florida* Oregon* Alaska	New Hampshire South Dakota Maine	California Michigan* Connecticut Illinois Indiana* Louisiana* Ohio* Oklahoma* South Carolina* Maryland* Minnesota* Washington Colorado* Tennessee* Missouri* New Mexico* Virginia* Texas* New York* Nebraska			25

(Continued next page)

CHART A (Continued)

IMPLEMENTATION OF 1202 COMMISSIONS IN RELATION TO STATE STRUCTURE FOR PLANNING AND COORDINATING OR GOVERNING POSTSECONDARY EDUCATION

1979

	The State Agency Designated as the 1202 Commission is:	Classification of Statutory or Constitutional Statewide Boards for Planning and Coordinating or Governing Postsecondary Education						Total States
		Consolidated Statewide Governing Board	Consolidated Statewide Governing Board and an Overall Coordinating Agency	Consolidated Governing Board with Statutory Planning Agency	Statutory or Constitutional Coordinating Agency	Statewide Governing Boards for Junior and Senior Institutions--No Statutory Coordinating Board	No Statutory Statewide Agency	
(Continued from previous page)	Coordinating Board with Augmented Membership				New Jersey Pennsylvania Arkansas* Alabama*			5
	Administered by Coordinating Board but Separate Commission				Massachusetts			1
	SUBTOTAL	8	3	3	25	2	0	41
States with separate 1202 Commissions	State Advisory Council on Vocational Education				Kentucky			1
	State Agency--Federal Programs Only						Vermont	1
	State Agency for State and Federal Programs					Iowa*	Delaware	2
	Nonstatutory Agency for Planning Only	Georgia*				Mississippi* Kansas*[2]		3
	SUBTOTAL	1			1	3	2	7
	No 1202 Commission	Wisconsin*				North Carolina*		2
	TOTALS	10	3	3	26	6	2	50

NOTES ON CHART A

* States with lay membership on state boards, councils or commissions. In Michigan and Nevada members are elected by the public. In New York and North Carolina, members are elected by the state legislature.

1 - The 1202 Commission in Wyoming is composed of members from the Board of Trustees of the University of Wyoming and from the Community College Commission.

2 - The 1202 Commission in Kansas is the Joint Legislative Educational Planning Commission of the State Legislature.

2. 1202 Commissions have not led to increased centralized state control of public higher education. The period from 1972 to 1979 has been one of the relative stability in state governing and coordinating patterns when this period compared to the previous seven years. Only one of the three states (Nebraska) without statutory statewide agencies in 1972 has since established such an agency. Four other states--Alaska, Maine, New Hampshire, and South Dakota -- established statutory agencies in addition to the existing governing board structure, but only in Alaska does the agency have programmatic or budgetary authority related to public higher education. Changes in the authority of agencies in other states (California, Connecticut, Maryland, Missouri, Oregon, South Carolina and Virginia, as examples) have been for reasons within those states not related to the implementation of 1202 Commissions.

3. The states which had to establish new 1202 Commissions or change the membership of existing boards to meet 1202 Commission requirements were generally states with state agencies focused only on governing public higher education. A number of the coordinating boards already had a concern for all higher education - public and nonpublic and therefore could perform the 1202 functions with little or no change in scope of planning responsibility.

4. The "broadly and equitably respresentative" requirement in subsection 1202(a) is being met by a variety of mechanisms (advisory councils, for example) and not necessarily by the actual composition of the designated board or commission. Actual membership on the board is not a reliable indication of attention by a state to the concerns of the full range of postsecondary education. Essentially all statewide governing boards are composed of lay members, and in several states membership of institutional representatives is prohibited by state law. In 19 of the coordinating board states (see asterisks on Chart A), the board is composed (entirely) of lay members, and in 14 of these states, institutional representation is prohibited by

state law. Since 1972, Maryland, Oregon, and South Carolina have moved to eliminate and prohibit institutional representatives. The basic reason is that the public has greater confidence that a board will act in the public interest if it is not composed (in part or as a whole) of institutional representatives. All the lay boards have extensive advisory committee and other involvement processes.

5. The two states without 1202 Commissions have statewide governing boards: the Board of Regents for the University of Wisconsin Systems, and the Board of Governors for the University of North Carolina System. The latter board also has statutory authority for statewide planning for all higher education in North Carolina, both public and private.

As illustrated by Chart A, the state structures for higher education are diverse, but in most states, there is a statutory or constitutional agency responsible for statewide policy for postsecondary education. As I will point out below, the effect has been to broaden the focus of that existing effort to encompass all postsecondary education. It should be emphasized that the structural detail of section 1202(a) regarding the membership of 1202 Commissions conflicted directly with the constitutional or statutory requirements in a number of states. In these situations, the states have met the substantive intent of the federal law but in a manner which is appropriate to the state's own structure.

WHAT ACTIVITIES HAVE 1202 COMMISSIONS UNDERTAKEN?

As indicated earlier, approximately $1 million was available for section 1203 comprehensive planning grants in fiscal year 1974. This increased to $2 million in fiscal year 1975, and has been at the level of $3 million for each fiscal year since then. Appendix A analyzes the activities of 1202 Commissions from 1974/75 through 1978/79 according to the frequency with which the activities were undertaken in each of those years.

In summary, the analysis shows an increasing breadth and complexity of planning activities from 1974/75 through 1978/79.

Over the period from 1974/75 to 1978/79, the activities which appear to have decreased in frequency include:

- general planning; no specific activities defined;
- program and institutional inventories; and
- development of statewide data base for postsecondary education (in contrast to computerized management information systems).

During the same period, the activities which appear to have increased in frequency include:

- development of revision of comprehensive or master plans;
- development of computerized management information systems;
- adult and continuing education and lifelong learning;
- enrollment projections;
- postsecondary education information directories, including student assistance information; preliminary planning for Education Information Centers; and planning and organizing information services, outreach guidance and counseling;
- review of new and existing programs;

- role, scope and institutional mission studies; and
- studies related to articulation among institutions or between elementary/secondary and postsecondary education, and student transfer policies.

Activities of 1202 commission which appear to have had relatively steady or variable attention by 1202 commissions include:

- less-than-baccalaureate level occupational programs and vocational education;
- private nonprofit (independent) institutions;
- regional planning and consortia;
- studies of the needs and aspirations of high school seniors for postsecondary education;
- proprietary (business, trade and technical) institutions;
- facilities inventories;
- studies of manpower supply and demand related to educational planning; and
- establishment of state goals and objectives for postsecondary education.

Activities in initial years were often described in general terms with few specific planning activities defined. Emphasis was given to drawing together the various sectors of postsecondary education and on developing communication among sectors where little existed before. Efforts were made to develop basic information about the programs available in the state and to collect data to assist the planning process. In subsequent years, the 1202 commissions have increasingly focused on providing better information for students about postsecondary educational opportunities and student assistance, on addressing emerging issues related to adult and continuing education and lifelong learning, and on development of systems (computerized management information systems, for example) which undergird the planning process. In 1978/79, the activity of development or revision of comprehensive or master plans became the most frequent single activity of the commission.

Despite certain common patterns across the states, the variation among the states in the types of activities undertaken by the commissions underscores the point that the commission activities have related to the unique circumstances and needs within each state. This variation suggests that a federal requirement that all states receiving funding under section 1203 should carry out two or three activities of importance to the federal government would impose a uniformity on planning activities not entirely appropriate to each state's concern.

To an extent, the activities of the 1202 commissions could be seen as contributing to improved decision-making by public officials, boards, commissions or other bodies responsible for resources use and allocation in postsecondary education. However, the increasing emphasis of commissions in a number of states on providing better information to students suggests that the commissions may be playing an important role in facilitating rational choices by students and, in this respect, the commissions are contributing to the effectiveness of market forces in achieving rational allocation of resources in postsecondary education.

WHAT CHANGES HAVE OCCURRED IN THE NATURE & SCOPE OF STATEWIDE PLANNING FROM 1972 to 1979?

As indicated earlier, two basic propositions underlying the 1202 Commissions provisions are:

- that it is in the federal interest that the states continue and expand comprehensive planning aimed at achieving rational use and allocation of federal, state and other resources for postsecondary education; and
- that it is in the federal interest that state planning focus not only on traditional public higher education but on the full range of postsecondary education: collegiate and noncollegiate; public, private nonprofit and proprietary.

In 1978, ECS conducted a survey of state higher education agencies to determine what changes had occurred in state planning from 1972 to 1978, the period since enactment of the Education Amendments of 1972, and the 1202 Commission provisions in particular. Selected data from that survey, supplemented by data from other sources, are presented in Appendix B. In summary, they show the following changes:

1. The legal authority of state higher/postsecondary agencies had broadened significantly since 1972, (Appendix B(1)). In 1972, all 47 states with constitutional or statutory statewide agencies for higher education were authorized to plan for public higher education, but only 21 considered the needs and resources of private non-profit institutions in that planning, and only 15 of these had a statutory charge to do so. Only 12 states considered proprietary institutions and 9 of these had statutory authority to do so. In contrast, in 1978, all states had a statewide agency (in two states these are 1202 Commissions established by Executive order), and 46 of these considered private non-profit institutions in planning, 31 by statutory charge. Forty-one considered proprietary institutions, 23 by statutory charge.

2. The number of states with master plans for postsecondary education in effect or under development increased sharply from 1972 to 1978, (Appendix B(2)). Of the 43 states responding to the 1978 ECS survey, 61 percent had master plans in effect or under development in 1972, as opposed to 93 percent in 1978.

3. Of those states with master plans in effect or under development, all showed significant broadening of the scope of those plans from 1972 to 1978. (Appendix B(3)). For example, in 1972, of the states with master plans in effect or under development, representation in the planning process of private nonprofit institutions was provided in 65 percent of the states, and only 23 percent of the states for proprietary institutions. In contrast, in 1978, 82 percent provided for representation by private nonprofit institutions, and 55 percent for proprietary institutions.

4. In the general data gathering and analysis activities of state higher education agencies, there was a significant broadening of attention to all postsecondary education from 1972 to 1978. (Appendix B(4)). The changes were most pronounced for private nonprofit and proprietary institutions in all areas including data on current enrollments, enrollment projections, and facilities and program inventories.

5. There was a significant increase from 1972 to 1978 in the number of states undertaking special studies related to master planning which considered all postsecondary education. (Appendix B(3)). The change was most pronounced in special studies of student assistance needs and resources. Not only did the number of states conducting such studies increase, but consideration of the needs of students other than those in public higher education was far greater in 1978 than in 1972. For 1972, no states reported considering the needs of students attending proprietary

institutions, whereas 74 percent of states considered these students in 1978.

It would probably be an overstatement that these changes resulted solely or even primarily from 1202 Commissions. The emphasis on "postsecondary education" as an all-encompassing policy framework was one of the major contributions of the 1972 amendments. Also, forces were clearly at work at the state level to encourage such changes. Nevertheless, the 1202 Commissions, as the most visible symbol of the postsecondary emphasis, certainly contributed substantially to the process.

One caution should be expressed. The principal mission of many of the state agencies remains planning and coordination or governance related to public higher education. It is not clear to what extent these agencies would be able to continue their attention to the full range of postsecondary without the assistance and encouragement of the federal government.

As a final point on changes from 1972 to 1978, many states have moved to consolidate the state administration of Title I, Part A (Community Service and Continuing Education), Title VI (Undergraduate Instructional Equipment) and Title VII (Academic Facilities) with 1202 Commissions. As indicated earlier, this was provided as an option, not a requirement in the 1972 Conference agreement. In 1979, 35 of the states assign Title I to the 1202 Commission or to the same agency as is designated the 1202 Commission. Forty-two of the states assign Titles VI and VII to the 1202 Commission or the same agency as is designated as the 1202 Commission. The trend since 1972 has been to discontinue separate agencies for administration of federal programs and to integrate them with the state agency responsible under state law for coordinating or governing higher education.

WHAT CAN BE LEARNED FROM THE 1202 COMMISSIONS EXPERIENCE?

As the Congress considers the reauthorization of the Higher Education Act, several lessons from the 1202 Commission experience should be considered:

1. Despite the relatively small amount of federal funding involved ($12.174 million over five years), the 1202 Commission provisions have played a significant role in broadening the scope and increasing the extent of statewide planning for postsecondary education. Why this state response occurred is likely the result of multiple forces, but perhaps the most important was that implementation of the 1202 Commissions coincided with a concern at the state level about the need to broaden state planning to include all postsecondary education sectors. Several states were already moving in this direction; in others, there were latent concerns which were ignited by the implementation of 1202 Commissions. In a number of situations, the 1202 Commissions drew attention to, and gave political strength to, groups which previously had been unable to gain attention in a state planning process oriented primarily to the state's public higher education system.

The point to be recognized is that a small federal program like this can have a significant impact far beyond the limited federal dollars invested on the use and allocation of resources for postsecondary education provided (a) the program is addressed to an issue which is politically salient at the state level, and; (b) the program is designed to link with the state policy-making process. The return to the federal government is not simply the redirection of some small amount of state matching dollars, but the much more significant change in the basic assumptions and policy parameters governing the use and allocation of billions of dollars of state support for postsecondary education.

The issue to which this is most applicable today is planning for adult and continuing education. This is an issue of growing political importance at the state level. The federal government should recognize the value of working closely with state policymakers as they address issues in this area. A relatively small investment in assisting and reinforcing statewide planning could have an impact for beyond that of a few isolated "demonstration" projects. Given the limited federal resources likely to be available in the foreseeable future, assistance to state policy formulation would be an excellent investment for the federal government.

Parenthetically, there is a corollary to the point just made: federal efforts to "leverage" state policy in directions contrary to the recognized needs and politically salient concerns in a state are likely to have little lasting effect and may have negative political consequences.

2. A federal requirement that states adopt a specific organizational structure to be eligible for federal funding is not an effective means to influence state policy or to achieve state-level coordination. A strict interpretation of the "broadly and equitably representative" language of subsection 1202(a) would be that, for a state agency to qualify as a 1202 Commission, the actual membership of the board or commission would have to include representatives of each of the sectors of postsecondary education in the state. The Congressional intent on this subject was one of the most hotly debated issues in the year directly following the enactment of the Education Amendments of 1972. Following Congressman O'Hara's interpretation, the U.S. Office of Education has never elaborated on the "broadly and equitably representative" language and has placed the burden on the states to demonstrate how this requirement is being met. This was one of the wisest decisions made by the federal government in terms of contributing to the success of the program.

In fact, many states followed the strict interpretation of the section 1202 language either by augmenting the membership of an existing board or by building "representation" into the membership of an existing or newly formed body. As indicated earlier, however, the idea of including institutional representatives on a state board or commission for higher or postsecondary education ran directly contrary to the trend at the state level. In fact, several of the states with the oldest and most effective state boards with the strongest commitment to the relationships with nonpublic sectors are composed of lay members appointed by the governor, elected by the state legislature or by the public at large. Most of these states have statutory prohibitions regarding institutional representatives on the boards. At the same time, these boards have extensive advisory structures and other means for achieving involvement of all sectors in the planning process.

The answer to this issue is for the federal government not to mandate state structure but to require the state to demonstrate how, in a manner appropriate to the state's own structure, the substantive objective sought by the federal government is to be achieved. Involvement and participation in a planning process can be demonstrated in a variety of ways other than through restructuring state boards of higher education.

A related lesson of the 1202 Commission experience is that federal structural requirements to achieve interagency coordination are ineffective. In fact, they usually set in motion state-level political bettles which can nullify the original intent of the legislation. One of the biggest battles in the early days of 1202 Commissions related to their role in planning for the Occupational Educational Act which was never funded and has since been repealed. That act, while it had a postsecondary education emphasis, had a strong elementary and secondary education component and was of great interest to the vocational education community. Few states had structures appropriate for bridging these areas, and certainly most of the existing state higher education agencies were not adequate to the task. When the former Title X, Part B was repealed and the emphasis on postsecondary education in the Vocational Education Act was increased in the 1976 Amendments, the pressure on 1202 Commissions to bridge this gap decreased.

It is entirely reasonable for the federal government to expect that a state "has its own act together" in terms of providing for effective coordination among related functions at a state level. The federal government should do everything it can to encourage such coordination, short of mandating the exact form the coordination should take. Rather than mandating structure, the merger of agencies, the formation of "sole state agencies", the federal government should require a state to demonstrate how coordination is to be accomplished in accordance with its unique structure and traditions.

3. There are several misconceptions about 1202 Commissions which should be laid to rest. Briefly, some of these misconceptions are as follows:

a. That the activities of 1202 Commissions have contributed to centralized state authority over higher education, especially public institutions. The pressures for more effective state approaches to rational use and allocation of resources for higher education pre-dated 1202 Commissions and there is little evidence that the federal program has contributed to increased state control or regulation of public institutions. The period since 1972 has been relatively stable in this regard when compared with the previous ten years, and changes which have occurred have resulted from concerns within the states largely unrelated to 1202 Commissions;

b. That "comprehensive statewide planning" as a rational process is incompatible with or the opposite from a "market approach" to resource allocation. As indicated earlier, the activities of 1202 Commissions have frequently related to student assistance and to providing information to students to make choices among

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the full range of postsecondary education opportunities available. In this respect, the planning activities of 1202 Commissions have been aimed at assisting all those who are responsible for resource allocation decisions: parents, students, institutions, and public officials.

c. That the federal interest in 1202 Commissions is limited to seeing that plans are developed for federal categorical programs. This misconception has been used repeatedly by Administrations to justify zero funding in budget requests. It is important that planning for federal categorical programs be related to comprehensive planning. Nevertheless, the significance of the planning funded under section 1203 has been that it has provided, and continues to provide, a major impetus for planning which considers the needs and resources of all postsecondary education. It has provided an essential link between the federal government and the states in the formulation of postsecondary education policy with a resulting impact far beyond what would have been expected for such a limited federal investment. One of the most important state activities in planning related to the financing of postsecondary education from all sources - federal, state, local, private - in a period of escalating costs, changing clientele, and declining enrollments. That this planning takes place is of central importance to the federal government as well as to the states. The federal interest goes far beyond the operation of a few small categorical programs.

WHAT POLICY ALTERNATIVES SHOULD THE SUBCOMMITTEE CONSIDER IN THE REAUTHORIZATION PROCESS?

Given this background on the experience of the 1202 Commission provisions, what policy alternatives should the subcommittee consider? As a beginning, these points should be considered carefully:

1. The 1980's will be a difficult time for planning. Not only will the issues confronting postsecondary education be difficult, but the political support for planning is not likely to be strong. From a technical viewpoint, it is proving increasingly difficult to make accurate predictions of future conditions as a basis for public policy or decisions by individuals. From a political viewpoint, planning for retrenchment or even dissolution of programs or institutions is not an activity which is likely to be strongly supported by institutions (especially if they are the potential victims). Yet governors, state legislators and even institutions will increasingly recognize that an effective means must be found to resolve the issues in a rational manner. In this environment, federal recognition, encouragement and limited support for comprehensive statewide planning may be critical to sustaining effective long-range planning in the 1980's. The pressures for crisis management will mount and the resources and time for essential long-range policy formulation will be severely pressed. In such a situation, those who have gained from the broadened perspective of "postsecondary education" of the early 1970's are likely to be the first to lose in the heightened competition for resources in the 1980's if a rational planning process does not undergird public policy decisions for postsecondary education.

2. There is a danger that with the federal emphasis on student assistance, the primary federal/state relationship will increasingly be between the federal student aid bureaucracy and state student aid agencies. An effective relationship of that

nature is extremely important. Nevertheless, of even greater importance is the relation of the federal government with the state postsecondary education policy process as a whole. Student assistance is an important form of state support for postsecondary education, but nationwide, it constitutes only about 5 percent of state support for postsecondary education with institutional subsidy being the largest share. The federal government should relate to the states as political entities and should encourage states to relate student assistance policy to comprehensive planning. This does not mean that the federal government should define the nature of that relationship, however.

3. As a final point, the level of federal funding needed for support of comprehensive statewide planning is not substantially greater than the level currently provided. Funding at the level of $5 million to $7 million could be justified. In contrast to the situation in elementary/secondary education, state postsecondary education agencies (including most agencies designated as 1202 Commissions) receive only a fraction of their funding from the federal government. Being assigned additional federal administrative tasks is not a high priority for most agencies. Two points are important, however: (a) before the federal government makes a grant to an institution the state agency responsible for comprehensive planning should be consulted and asked for its advice, and then the federal government should be prepared to demonstrate that the grant is consistent with the state planning; and (b) when federal administrative responsibilities are assigned to an agency, the federal government should pay a reasonable share of the costs for that administration.

In whatever actions the Congress takes in the reauthorization of the Higher Education Act, it is extremely important that these actions stress continuity with the current policy of recognition, reinforcement and support of comprehensive statewide planning as currently carried out through the 1202 Commission provisions.

With the foregoing points in mind, the following is an outline of a proposal which could strengthen yet simplify the relationship between the states and the federal government in postsecondary education planning and policy:

1. All the basic provisions of the Higher Education Act governing the relationship between the states and the federal government related to postsecondary education policy, planning, administration and data would be drawn together in one Title.

2. Sections 1202 and 1203 would be replaced; other state-related provisions in programs such as Title I (Community Service, Continuing Education, and Lifelong Learning), Title IV, Part A, Subpart 5 (Education Information Centers), Title VI (Undergraduate Instructional Equipment), Title VII (Academic Facilities) and Title X (Community Colleges), could either be incorporated in the new title in a simplified format, or be modified to conform to and be related to the new state provisions title.

3. Sections 1202 and 1203 would be replaced by a set of provisions relating to a General Agreement between each individual state and the federal government:

   a. The General Agreement would remain in effect subject to change only when necessary;

   b. Each agreement would be individually tailored to relate to the circumstances of each state, but all agreements would have certain common substantive requirements or provisions:

      - designation of the state agency responsible for comprehensive statewide planning for postsecondary education (which may, if appropriate, be the 1202 Commission);
      - assurances regarding participation of institutional representatives and the general public in comprehensive planning by the agency designated above; use of advisory councils, actual membership on a board or other means could be used; the burden would be on the state to demonstrate involvement;

- outline of the various agencies (if more than one) responsible for postsecondary education functions (student assistance, licensure or authorization of of institutions, etc.) and an indication of how the state intends to relate these functions to comprehensive statewide planning, the provision would specifically not require merger or consolidation of state agencies; the form of the state relationships would be for the state to decide;

- assurance that the state will have in effect by 1982 certain basic minimum provisions regarding authorization of institutional operations similar to the ECS model legislation.

c. Included would be an explicit statement that nothing in the provisions should be construed federal requirement that a state adopt a specific organizational structure as a condition for receiving federal assistance under the provisions.

d. Each state with a General Agreement in effect would be granted funding for comprehensive planning. A minimum of $50,000 would be allocated to each state with the remainder allocated on the basis of population age 17 and up. States would be required to match the first $50,000 in cash or in hand. Such sums as necessary would be authorized.

e. A basic element of each General Agreement would be a state commitment to include within its comprehensive planning certain matters of federal interest, including, for example--

- consideration of the postsecondary education needs of unserved or underserved populations of all ages within the state;

- balanced consideration of the resources of all institutions, organizations, and agencies providing postsecondary education within the state: public, independent and proprietary; collegiate and noncollegiate.

- consideration of student assistance policy in relation to the state's overall policies toward financing postsecondary education;

f. Each state with a General Agreement in effect would agree to undertake a periodic (at least every 3 years) comprehensive evaluation of the financing of postsecondary education in the state from all sources -- federal, state, institutional, private -- including student assistance. In return, the federal government would agree to pay a portion of the cost of such an evaluation, plus technical assistance. A schedule would provide for federal assistance for evaluations in no more than one-third of the states in any one year. The primary responsibility for the evaluations would be that of the comprehensive planning agency, but this responsibility could be delegated to another agency as appropriate.

4. Any state with a General Agreement with the federal government would then be eligible to enter into two kinds of Supplemental Agreements:

a. Supplemental Agreements to carry out student assistance administrative functions (validation of BEOG applications, etc.), training of student and officers or other functions which both the federal government and the state agrees are appropriate;

b. Supplemental Agreements to plan for and administer federal categorical programs authorized by the Higher Education Act including the state provisions of Title I, VI, VII, IX, X (or any revision of those provisions), and the state provisions of Title IV including the State Student Incentive Grant Program and Education Information Centers (or some revision of the EIC program). The state provisions of the Guaranteed Loan Program should probably be kept separate for simplicity's sake. Following the pattern of the General Agreement, all categorical programs would be modified to replace structural requirements with substantive and procedural requirements.

The key to this arrangement would be that no state would be eligible to participate in "Supplemental Agreements" unless it had in effect a "General Agreement."

The proposal assumes that the Higher Education Act would continue to have several programs of direct grants from the federal government to institutions. Nevertheless, the new state provisions title would require the Secretary to seek state review and comment on institutional applications (not necessarily approval) and the Secretary should be prepared to show that the grant does not run counter to comprehensive statewide planning.

This is a general outline of the proposal. We would be pleased to work with the Subcommittee to translate this into a specific legislative proposal. Prior to this point we have been discussing the concept with a number of national organizations of state officials and other groups and their reactions have generally been extremely supportive. There is a general consensus that the time has come to draw together, simplify and strengthen the mechanism for the federal government and the states to join together to address the critical issues facing postsecondary education in the next decade.

CONCLUSION

This statement has reviewed in some detail the origins of 1202 Commissions and the experience over the past five years of their operations with federal assistance for comprehensive planning. The changes since 1972 in the extent and scope of statewide planning have been significant and most certainly have stemmed, at least in part, from the recognition, reinforcement, and assistance provided through the 1202 Commissions provisions.

This statement make suggestions for improvement in the provisions of the Higher Education Act governing the relationship between the states and the federal government in postsecondary education. In no sense should these suggestions be construed as a suggestion that the 1202 Commissions concept should be abandoned.

The fundamental point is that for the federal government and the states to be able to work together in the next decade, they need a mechanism for that relationship which gives the federal government assurances that its interests are being advanced while permitting states to address these and their own concerns in the context of differing state needs, resources, laws and traditions.

Thank you for the opportunity to share these views with you.

APPENDIX A

ACTIVITIES OF 1202 COMMISSIONS UNDERTAKEN WITH ASSISTANCE FROM COMPREHENSIVE PLANNING GRANTS AUTHORIZED BY SECTION 1203 OF THE HIGHER EDUCATION ACT OF 1965, AS AMENDED 1974-75 to 1978-79

RANK	1974-75	No.(1) of States	1975-76	No.(1) of States	1976-77	No.(1) of States	1977-78	No.(1) of States	1978-79	No.(1) of States
1	General Planning: No specific activities defined.	11	Broadening the scope of planning to reflect "postsecondary education.	12	Adult, continuing education, lifelong learning.	11	Adult, continuing education, lifelong learning.	9	Development or revision of comprehensive or master plan.	12
2	Program and institutional inventories.	7	Program and institutional inventories. Statewide data base for post-secondary education.	9	Computerized management information systems.	8	Computerized management information systems. Development or revision of comprehensive or master plan. Student assistance needs and resources. Enrollment projections. Less-than-baccalaureate occupational programs; vocational education.	8	Computerized management information systems.	11
3	State structure for statewide planning, coordination or governance.	6	General Planning: No specific activities. Less-than-baccalaureate occupational education; vocational education	8	Student assistance needs and resources. Manpower supply and demand related to educational planning.	7	Program and institutional inventories.	7	Role, scope and mission studies. Adult, continuing education, lifelong learning.	7

APPENDIX A (Continued)

ACTIVITIES OF 1202 COMMISSIONS UNDERTAKEN WITH ASSISTANCE FROM COMPREHENSIVE PLANNING GRANTS
AUTHORIZED BY SECTION 1203 OF THE HIGHER EDUCATION ACT OF 1965, AS AMENDED
1974-75 to 1978-79

ANK	1974-75	No. of States[1]	1975-76	No. of States[1]	1976-77	No. of States[1]	1977-78	No. of States[1]	1978-79	No. of States[1]
3	(continued)				Enrollment projections. Review of new and existing academic programs.				Statewide data base for postsecondary education.	
4	Preliminary planning; conferences; priority setting. Less-than-baccalaureate occupational programs; vocational education.	4	Student assistance needs and resources.	7	Statewide data base for postsecondary education. Program and institutional inventories.	6	Regional planning; consortia. Planning, organizing inforservices; outreach, guidance counseling. Manpower supply and demand in relation to educational planning. Community college planning. Proprietary instituions. Articulation, transfer policies and procedures. Statewide data base for postsecondary education.	5	Postsecondary education information directories including student assistance information. Enrollment projections.	6

APPENDIX A (Continued)

ACTIVITIES OF 1202 COMMISSIONS UNDERTAKEN WITH ASSISTANCE FROM COMPREHENSIVE PLANNING GRANTS
AUTHORIZED BY SECTION 1203 OF THE HIGHER EDUCATION ACT OF 1965, AS AMENDED
1974-75 to 1978-79

ANK	1974-75	No.(1) of States	1975-76	No.(1) of States	1976-77	No.(1) of States	1977-78	No.(1) of States	1978-79	No.(1) of States
5	Development or revision of comprehensive or master plan. Student assistance needs and resources. Private non-profit (independent) institutions.	3	Proprietary institutions.	6	Role, scope, mission studies. Needs and aspirations of high school seniors for postsecondary education. Less-than-baccalaureate occupational programs; vocational education. Articulation, transfer policies and procedures.	5	Needs and aspirations of high school seniors for postsecondary education. Private non-profit (independent) institutions. Libraries, television and other media planning and coordination. Review of new and existing academic programs.	4	General planning; no specific activities defined. Needs and aspirations of high school seniors for postsecondary education. Manpower supply and demand related to educational planning. Planning for Education Information Centers (EICs) Program and institutional inventories. Review of new and existing academic programs. Less-than-baccalaureate occupational programs; vocational education.	4

APPENDIX A (Continued)

ACTIVITIES OF 1202 COMMISSIONS UNDERTAKEN WITH ASSISTANCE FROM COMPREHENSIVE PLANNING GRANTS AUTHORIZED BY SECTION 1203 OF THE HIGHER EDUCATION ACT OF 1965, AS AMENDED 1974-75 to 1978-79

LIN	1974-75	No.[1] of States	1975-76	No.[1] of States	1976-77	No.[1] of States	1977-78	No.[1] of States	1978-79	No.[1] of States
5	(continued)								Community college planning. Student retention; developmental programs.	
6	Meetings, conference to promote communication among sectors of postsecondary education. Regional planning; consortia. Needs and aspirations of high school seniors for postsecondary education. Proprietary institutions. Noncollegiate institutions. Computerized management information systems. Statewide data base for postsecondary education.	2	Development or revision of comprehensive or master plan. Adult, continuing education, lifelong learning. Enrollment projections.	5	General planning: no specific activities defined. Development or revision of comprehensive or master plan. Postsecondary education information directories, including student assistance information. Preliminary planning for Education Information Centers (EICs). Facilities inventories and studies.	4	General planning: no specific activities defined. Postsecondary education information directories, including student assistance information. Licensure, accreditation of institutions. Coordinating planning for other federal programs. Studies of tuition and fee policies.	3	Planning, organizing information services; outreach, guidance, counseling. Publication of a newsletter on postsecondary education. Out-of-state institutions offering programs within the state. Articulation, transfer policies and procedures. Review of federal program applications from institutions.	3

APPENDIX A (Continued)

ACTIVITIES OF 1202 COMMISSIONS UNDERTAKEN WITH ASSISTANCE FROM COMPREHENSIVE PLANNING GRANTS AUTHORIZED BY SECTION 1203 OF THE HIGHER EDUCATION ACT OF 1965, AS AMENDED

1974-75 to 1978-79

RANK	1974-75	No.(1) of States	1975-76	No.(1) of States	1976-77	No.(1) of States	1977-78	No.(1) of States	1978-79	No.(1) of States
7			Facilities inventories and studies.	4	Establishment of state goals and objectives for postsecondary education. Planning and organizing education information services; outreach, guidance, counseling. Teacher education; manpower; preservice and inservice. Community college planning. Private nonprofit institutions. Regional planning; consortia.	3	Role, scope and mission studies. Interstate planning; reciprocal agreements among states. Establishment of state goals and objectives in postsecondary education. General health professions education planning. Medical education. Nursing education. Allied health education. Graduate education. Out-of-state institutions operating within state. Studies of feasibility of a state guaranteed loan program.	2	Regional planning; consortia. Student assistance needs and resources. Medical education. Allied health education. Nursing education. Licensure and accreditation of institutions. Library, television and other media; planning and coordination. Academic personnel quality; faculty resources, tenure policies. Educational opportunities for minorities and women.	2

APPENDIX A (Continued)

ACTIVITIES OF 1202 COMMISSIONS UNDERTAKEN WITH ASSISTANCE FROM COMPREHENSIVE PLANNING GRANTS AUTHORIZED BY SECTION 1203 OF THE HIGHER EDUCATION ACT OF 1965, AS AMENDED
1974-75 to 1978-79

RANK	1974-75	No.(1) of States	1975-76	No.(1) of States	1976-77	No.(1) of States	1977-78	No.(1) of States	1978-79	No.(1) of States
7	(continued)						Studies of planning related to enrollment decline. Studies of program or instructional costs.		Coordination of federal and state student assistance programs. Development and use of computer models for planning, budgeting and forecasting. Facilities inventories and studies. Licensure, certification of professional personnel.	
8			Regional planning; consortia. Postsecondary education information directories, including student assistance information. Manpower supply and demand related to educational planning.	3	Meetings, conferences to promote communication among sectors of postsecondary education. General health professions education planning. Medical education. Proprietary education.	2				

APPENDIX A (Continued)

ACTIVITIES OF 1202 COMMISSIONS UNDERTAKEN WITH ASSISTANCE FROM COMPREHENSIVE PLANNING GRANTS AUTHORIZED BY SECTION 1203 OF THE HIGHER EDUCATION ACT OF 1965, AS AMENDED 1974-75 to 1978-79

RANK	1974-75	No.(1) of States	1975-76	No.(1) of States	1976-77	No.(1) of States	1977-78	No.(1) of States	1978-79	No.(1) of States
8	(continued)		Private non-profit institutions.		Graduate education. Libraries, television and other media; planning and coordination. Coordination of planning for other federal programs. Studies of program and instructional costs.					
9			Needs and aspirations of high school seniors for postsecondary education. Nursing education. Noncollegiate, nondegree granting institutions. Computerized management information systems.	2						

APPENDIX A (Continued)

ACTIVITIES OF 1202 COMMISSIONS UNDERTAKEN WITH ASSISTANCE FROM COMPREHENSIVE PLANNING GRANTS AUTHORIZED BY SECTION 1203 OF THE HIGHER EDUCATION ACT OF 1965, AS AMENDED
1974-75 to 1978-79

RANK	1974-75	No. of States[1]	1975-76	No. of States[1]	1976-77	No. of States[1]	1977-78	No. of States[1]	1978-79	No. of States[1]
9	(continued)		Preliminary planning; conferences; priority setting. Meetings, conferences to promote communication among sectors of postsecondary education.							

SOURCE: Prepared by the Education Commission of the States on the basis of summary documents prepared by Office of State Postsecondary Education Commissions, Bureau of Higher and Continuing Education, U.S. Office of Education

NOTES: (1) Number of states are the number undertaking the activity in a given year. Numbers do not total since one state may have undertaken more than one activity. Data based on 43 states in 1974-75; 46 states in 1975-76; 46 states in 1976-77; 47 states in 1977-78; and 45 states (Oklahoma and Oregon not included) in 1978-79. Only 50 states are included.

Appendix B(1)

LEGAL BASIS -- SCOPE OF STATEWIDE PLANNING BY STATE HIGHER/POSTSECONDARY EDUCATION AGENCIES IN 50 STATES

AUTHORITY OF STATE HIGHER/POSTSECONDARY EDUCATION AGENCY	Range of Institutions Included in Planning									
	1972					1978				
	Public Four-Year	Public Two-Year	Public Postsecondary Voc/Tech	Private Nonprofit	Proprietary	Public Four-Year	Public Two-Year	Public Postsecondary Voc/Tech	Private Nonprofit	Proprietary
Constitutional or Statutory	47	45	36	15	9	48	47	40	31	23
Executive Order				1	1	2	2	5	14	15
Agency Policy			1	5	2			2	1	3
Other			1							
Total States with Statewide Planning Agency	47	45	38	21	12	50	49	48	46	41
States without Statewide Agency with Planning Authority	3	5	12	29	38	0	1	2	4	9

SOURCE: Education Commission of the States, Survey of State Postsecondary Education Agencies, 1978; State Postsecondary Education Profiles, 1978 Edition.

Appendix B(2)

STATES REPORTING MASTER PLANS FOR HIGHER/POSTSECONDARY EDUCATION UNDER DEVELOPMENT OR IN EFFECT IN 1972 AND IN 1978

Classification of State	1972				1978			
	Number of Responding States	Percent with Master Plan			Number of Responding States	Percent with Master Plan		
		In Effect	Under Development	Total		In Effect	Under Development	Total
Consolidated Governing Board	12	25%	8%	33%	8	38%	50%	88%
Consolidated Governing Board with Statutory Planning Agency	--	--	--	--	3	67%	33%	100%
Statewide Coordinating Board	24	54%	25%	79%	24	75%	17%	92%
Statutory Planning Commission Only	--	--	--	--	1	--	100%	100%
No Statutory Commission, Separate Governing Board for Junior/Senior Institutions	4	50%	25%	75%	4	75%	--	75%
No Statutory State Board	3	0%	0%	0%	2	--	100%	100%
TOTAL	43	42%	19%	61%	42	62%	29%	93%
No Response to Question					1			

SOURCE: ECS Survey of State Postsecondary Education Agencies, 1978

Appendix B(3)

RELATIONSHIP OF MASTER PLAN PROVISIONS TO PRIVATE NONPROFIT AND PROPRIETARY SECTORS, 1972 AND 1978

Classification of State	Number of Responding States with Master Plans[1]	Percent in 1972				Represented in Planning		Number of Responding States with Master Plans[1]	Percent in 1978				Represented in Planning	
		Goals and Objectives		Policy Recommendations					Goals and Objectives		Policy Recommendations			
		Private Nonprofit	Proprietary	Private Nonprofit	Proprietary	Private Nonprofit	Proprietary		Private Nonprofit	Proprietary	Private Nonprofit	Proprietary	Private Nonprofit	Proprietary
Consolidated Governing Board	4	25%	25%	0%	0%	50%	25%	7	86%	71%	71%	57%	86%	71%
Consolidated Governing Board with Statutory Planning Agency	--	--	--	--	--	--	--	3	67%	67%	33%	33%	100%	100%
Statewide Coordinating Board	19	75%	21%	68%	21%	79%	26%	22	95%	73%	77%	45%	91%	55%
Statutory Planning Commission Only	--	--	--	--	--	--	--	1	No Responses Given					
No Statewide Coordinating Agency: Governing Boards for Junior/Senior Institutions	3	0%	0%	0%	0%	0%	0%	3	0%	0%	0%	0%	0%	0%
No Statutory State Board	--	--	--	--	--	--	--	2	100%	100%	50%	50%	100%	100%
TOTAL	26	58%	19%	50%	15%	65%	23%	38	82%	66%	63%	42%	82%	55%
No Response to Question								1						

[1] Master Plans in Effect or Under Development

SOURCE: ECS Survey of State Postsecondary Education Agencies, 1978

Appendix B(4)

RELATIONSHIP OF DATA GATHERING ACTIVITIES OF STATE POSTSECONDARY EDUCATION AGENCIES TO PRIVATE NONPROFIT AND PROPRIETARY INSTITUTIONS IN 1972 AND 1978

Classification of State	1972									1978								
		Current Enrollment		Enrollment Projection		Facilities Inventory		Program Inventory			Current Enrollment		Enrollment Projection		Facilities Inventory		Program Inventory	
	Number of States	Private Nonprofit	Proprietary	Private Nonprofit	Proprietary	Private Nonprofit	Proprietary	Private Nonprofit	Proprietary	Number of States	Private Nonprofit	Proprietary	Private Nonprofit	Proprietary	Private Nonprofit	Proprietary	Private Nonprofit	Proprietary
Consolidated Governing Board	12	42%	17%	17%	0%	33%	0%	17%	0%	8	100%	63%	75%	38%	63%	25%	88%	75%
Consolidated Governing Board with Statutory Planning Agency	--	--	--	--	--	--	--	--	--	3	100%	100%	33%	33%	67%	33%	100%	100%
Statewide Coordinating Board	24	88%	25%	58%	13%	71%	8%	71%	21%	24	100%	53%	75%	29%	67%	25%	96%	75%
Statutory Planning Commission Only	--	--	--	--	--	--	--	--	--	1	100%	100%	0%	0%	0%	0%	100%	100%
No Statutory Coordinating Board; Governing Boards for Junior/Senior Institutions	4	25%	0%	0%	0%	25%	0%	0%	0%	4	75%	50%	75%	50%	50%	25%	75%	25%
No Statutory State Board	3	0%	0%	0%	0%	0%	0%	0%	0%	2	100%	50%	0%	0%	50%	0%	100%	100%
TOTAL	43	63%	19%	37%	7%	51%	5%	44%	12%	42	98%	64%	66%	31%	62%	24%	93%	74%
No Response to Question										1								

SOURCE: ECS Survey of State Postsecondary Education Agencies, 1978.

Appendix B(5)

SPECIAL STUDIES IN CONJUNCTION WITH MASTER PLAN ACTIVITIES OF STATE HIGHER/POSTSECONDARY EDUCATION AGENCIES, 1972 AND 1978

Subject Area	1972 Number of States[1]	1972 Percent of States[1]	1978 Number of States[1]	1978 Percent of States[1]
Total with Master Plan Activities	26		38	
Private nonprofit institutions, including studies on their financial condition and state policy alternatives on these institutions	16	61%	21	55%
Postsecondary vocational or occupational education, including studies of the need for increased opportunities and need for improved planning and coordination between higher and vocational education	21	81%	27	71%
Proprietary institutions, including studies related to licensure, accreditation, and consideration of needs and resources of these institutions in statewide planning or eligibility of proprietary students for state aid	6	23%	23	60%
Student assistance needs and resources in the state	22	85%	34	89%
Of those states studying student assistance needs and resources, did these relate to students attending: Total	22		34	
Public Four-Year Institutions	20	91%	34	100%
Public Two-Year Institutions	18	82%	32	94%
Public Vocational/Technical Institutions	7	32%	28	82%
Private Nonprofit Institutions	8	36%	31	91%
Proprietary Institutions	0	0%	25	74%

[1] States with master plans in effect or under development

SOURCE: ECS Survey of State Postsecondary Education Agencies, 1978.

Appendix C(1)

STATE AGENCIES RESPONSIBLE FOR TITLE I OF THE HIGHER EDUCATION ACT (COMMUNITY SERVICE AND CONTINUING EDUCATION)

1972					1979				
GOVERNING BOARD	COORDINATING BOARD	INSTITUTION	OTHER STATE AGENCY	SEPARATE HIGHER EDUCATION FACILITIES COMMISSION	GOVERNING BOARD	COORDINATING BOARD	INSTITUTION	OTHER STATE AGENCY	SEPARATE 1202 COMMISSION
Arizona	California	Alabama	Hawaii	Kansas	Arizona	Alaska	Alabama	Missouri	Delaware
Florida	Colorado	Alaska	Louisiana	South Dakota	Florida	California	Arkansas	Washington	Georgia
Georgia	Connecticut	Arkansas	Missouri		Idaho	Colorado	Maine		Wyoming
Iowa	Illinois	Delaware	Nebraska		Iowa	Connecticut	Vermont		
Mississippi	Indiana	Kentucky	Washington		Kansas	Illinois	Wisconsin		
Montana	Massachusetts	Maine			Mississippi	Indiana			
Nevada	Minnesota	Maryland			Montana	Kentucky			
New Hampshire	New Jersey	New Mexico			New Hampshire	Louisiana			
North Carolina	New York	South Carolina			North Carolina	Maryland			
North Dakota	Ohio	Tennessee			North Dakota	Massachusetts			
Rhode Island	Oklahoma	Vermont			Rhode Island	Minnesota			
West Virginia	Oregon	Virginia			West Virginia	Nebraska			
Idaho	Pennsylvania	Wisconsin			Utah	New Jersey			
Utah	Texas				Hawaii	New Mexico			
	Wyoming				Nevada	New York			
	Michigan					Ohio			
						Oklahoma			
						Oregon			
						Pennsylvania			
						South Carolina			
						South Dakota			
						Tennessee			
						Texas			
						Virginia			
						Michigan			
14	16	13	5	2	15	25	5	2	3

Appendix C(2)

RELATIONSHIP BETWEEN 1202 COMMISSIONS AND STATE AGENCY OF INSTITUTION DESIGNATED TO ADMINISTER TITLE I OF THE HIGHER EDUCATION ACT, 1979

State Agency for Title I the Same As, or Administered by, the Agency Designated as the 1202 Commission -35

Alaska
Arizona
California
Colorado
Connecticut
Delaware
*Georgia
Hawaii
Idaho
Illinois
Indiana
Louisiana
Maryland
Massachusetts
Michigan
Minnesota
Montana
Nebraska
Nevada
New Jersey
New Mexico
New York
*North Dakota
Ohio
Oklahoma
Oregon
Pennsylvania
Rhode Island
South Carolina
South Dakota
Tennessee
Texas
Utah
Virginia
West Virginia

State Higher Education Agency or Statewide Board for Higher Education Other Than 1202 Commission -7

**Florida
Iowa
Kansas
Kentucky
Mississippi
***North Carolina
***Wisconsin

State Institution of Higher Education -6

Alabama
Arkansas
Maine
New Hampshire
Vermont
Wyoming

State Agency for Community Development (Neither 1202 Commission nor State Higher Education Agency) -2

Missouri
Washington

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* Administrative responsibility for Title I is delegated to or carried out cooperatively with state university.

** Florida Board of Regents is within the Department of Education within which the 1202 Commission is also located.

***No 1202 Commission in North Carolina and Wisconsin.

Appendix C(3)

STATE AGENCIES RESPONSIBLE FOR TITLES VI AND VII (FORMERLY TITLE I OF THE HIGHER EDUCATION FACILITIES ACT) OF THE HIGHER EDUCATION ACT

A. State Commission is the same as the state higher education governing or coordinating board.

1972		1979	
Governing Board	Coordinating Board	Governing Board	Coordinating Board
Arizona	Arkansas	Hawaii	Alabama
Idaho	California	Idaho	Alaska
Nevada	Colorado	Kansas	Arkansas
	Florida	Nevada	California
	Illinois	Rhode Island	Colorado
	Indiana	West Virginia	Connecticut
	Michigan		Florida
	Minnesota		Illinois
	Missouri		Indiana
	New Mexico		Kentucky
	New York		Louisiana
	Ohio		Michigan
	Oklahoma		Minnesota
	Oregon		Missouri
	Pennsylvania		Nebraska
	South Carolina		New Hampshire
	Texas		New Jersey
	Washington		New Mexico
	Wyoming		New York
			Ohio
			Oklahoma
			Oregon
			Pennsylvania
			South Carolina
			South Dakota
			Tennessee
			Texas
			Virginia
			Washington
3	19	6	29

Appendix C(3)(a)

B. State Commission is a body separate from but administered by the state higher education governing or coordinating board.

1972		1979	
Governing Board	Coordinating Board	Governing Board	Coordinating Board
Georgia	Connecticut	Montana	Massachusetts
Montana	Kentucky	North Dakota	Wyoming
West Virginia	New Jersey	Arizona	
North Dakota		North Carolina	
North Carolina			
5	3	4	2
Subtotals A and B combined			
8	21	10	31

State Commission is separate from state coordinating or governing board.

State Department/Board of Education

Maine	
Alaska	
2	

Separate Higher Education Facilities Commission

Hawaii	Louisiana
Iowa	Massachusetts
Kansas	Tennessee
New Hampshire	Virginia
Rhode Island	
South Dakota	
Wisconsin	
7	4

State Building Board/Agency

Mississippi	Maryland
Utah	
2	1

State Department/Board of Education

Separate Higher Education Facilities Commission

Wisconsin	
Iowa	
2	

Separate 1202 Commission

Georgia	
1	

State Building Board/Agency

Mississippi	Maryland
Utah	
2	1

Appendix C(3)(b)

D. States without constitutional or statutory state coordinating or governing boards.

1972		1979	
Governing Board	Coordinating Board	Governing Board	Coordinating Board
Separate Higher Education Facilities Commission		State Agency for Titles VI and VII is the Same as 1202 Commission	
Delaware Nebraska Vermont		Delaware	
3		1	
		State Agency for Titles VI and VII is a Separate Facilities Commission, but Administered by Same Agency as 1202 Commission	
		Vermont	
		1	

Appendix C(4)

RELATIONSHIP BETWEEN 1202 COMMISSIONS AND STATE AGENCIES RESPONSIBLE FOR TITLES VI AND VII OF THE HIGHER EDUCATION ACT, 1979

State Agency for Titles VI and VII the Same As or Administered by the Same Agency as the Agency Designated as the 1202 Commission -42

Alabama
Alaska
Arizona
Arkansas
California
Colorado
Connecticut
Delaware
Florida
Georgia
Hawaii
Idaho
Illinois
Indiana
Iowa
Louisiana
Massachusetts
Michigan
Minnesota
Missouri
Montana
Nebraska
New Hampshire
New Jersey
New Mexico
New York
Nevada
North Dakota
Ohio
Oklahoma
Oregon
Pennsylvania
Rhode Island
South Carolina
South Dakota
Tennessee
Texas
Vermont
Virginia
Washington
West Virginia
Wyoming

State Agency is a Higher Education Coordinating or Governing Board Which is Not the Designated 1202 Commission in the State -5

Kansas
Maine
Kentucky
*North Carolina
*Wisconsin

State Agency for Titles VI and VII is a State Building Board/Agency -3

Mississippi
Maryland
Utah

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*No 1202 Commission in the state.

Statement by

Dorothy G. Harrison
Deputy Commissioner for Higher and Professional Education
New York State Education Department

Before the

Subcommittee on Postsecondary Education
Committee on Education and Labor
U.S. House of Representatives

9:30 a.m. E.D.T.
July 12, 1979

Washington, D.C.

I am Dorothy Harrison, Deputy Commissioner for Higher and Professional Education in the New York State Education Department. I am indeed pleased to have the privilege of testifying before you today about the importance of coordinated Federal and state planning efforts for the future of higher education in the United States.

The impending reauthorization of the Higher Education Act provides a timely opportunity to reexamine and re-design Federal legislation in a manner that will recognize the roles, responsibilities, and efforts of the states in planning, coordinating, and financing postsecondary education.

In our view, the statutory revisions which are now under consideration should be designed to reflect sensitively two basic principles. The first principle is that the governance and funding of postsecondary education are primarily the responsibility of the states and the major portion of funding is from state and local resources. The second is that, although Federal law should establish public policy objectives which address national problems, the states should be authorized, within broad guidelines, to establish appropriate structures and procedures to plan and to carry out these objectives in the context of their own unique and diverse circumstances and organizational patterns.

In New York State, the Board of Regents is the overall governing body for all levels of education, public and private, in the State. The State Education Department, in turn, serves as the administrative staff for the Board of Regents in carrying out its policies.

Since 1961, long-range planning for postsecondary education in New York State has been guided by a statutory framework which assures a coordinated effort by the State's 250 degree-granting institutions and the State Education Department. The Regents establish general policy, assure quality of education through the registration (accreditation) of some 15,000 programs of study, and lead New York State's coordinated long-range planning efforts.

In their 1972 Statewide Plan, the Regents set five broad goals to guide the long-term development of postsecondary education in New York State. These goals, since reaffirmed, are: freedom of access and freedom of choice; quality education; responsiveness to societal needs; and efficient use of resources. As we enter the 1980's and it becomes increasingly clear that the conditions facing postsecondary education will be significantly different from those of the preceding two decades, the Regents are concerned that Federal and State assistance programs serving students fit together in coherent plans which will ensure the broadest possible access and choice to postsecondary students.

I would like to direct my following comments first to the need for Federal/state planning coordination, and then to the importantly related area of financing postsecondary education. I also have prepared a number of specific suggestions for programmatic structure change which would enhance the coordinated planning and evaluation efforts needed.

Federal/State Planning Coordination

States must improve the quality of their comprehensive statewide planning if they are to achieve the goal of making postsecondary opportunities accessible to all. This effort requires an efficient and effective use of all resources -- Federal, state, local, and private -- to serve the individual needs of all people who can benefit from postsecondary education. It also requires the coordination of Federal and state education policies and programs, including Federal and state assistance programs.

The Federal government should build on the planning and coordinating efforts of the states. Congress recognized this in 1972, when it added Title XII to the Higher Education Act, authorizing the establishment of State Postsecondary Education Commissions ("1202 Commissions") to provide comprehensive state-level planning boards for postsecondary educational policy.

New York's 1202 Commission, the Board of Regents, has played a pivotal role in providing necessary coordination of Federal, State, and institutional programs in New York. The Commission has developed a comprehensive plan for the improved coordination of resources and resource expansion to provide postsecondary educational opportunity for all who can benefit from further education. This effort is continuously being expanded and refined to serve more effectively all areas of a very large and diverse State.

At a time when more, rather than less, coordination among Federal, state and institutional programs is necessary, the coordination activities which have been performed by the 1202 Commission are increasingly important. Federal incentives should be provided to build increased coordination capacities in all states.

It must be noted that the absence of coordination between Federal and state planning can result in administrative inefficiency, waste of available funds, and, in the extreme, cases where a Federal program may authorize activities by institutions which the state's own laws would forbid. I will cite just three examples.

(1) The Fund for the Improvement of Postsecondary Education (FIPSE) funded a proposal for a non-traditional institution

operating in another jurisdiction to operate a branch campus in New York State. No comment on this proposal was solicited from New York, although presumably comments were invited from the state in which the parent institution was located. Yet it would have been illegal for this institution to operate in New York without appropriate authorization from the Board of Regents and inclusion of the institution and its activity in our comprehensive statewide master plan.

(2) The services provided by the "TRIO" programs -- Talent Search, Upward Bound, and Special Services for the Disadvantaged -- are also provided, and may be duplicated, by services offered through New York's own postsecondary opportunity programs or through various community agencies. Those State programs are operated under a statewide planning process coordinated by the Board of Regents, but it is not possible to include the Federal effort in that process. The lack of a state role in planning and administration of the TRIO programs occasionally may lead to improper duplication, such as double counting of students. On the other hand, administration through a state planning process would seek to insure the use of Federal and state special service funds in an equitable, orderly, and nonduplicative way.

(3) As we approach the reauthorization of the Higher Education Act, a number of proposals are being advanced to amend

the structure of existing legislation. For example, three or more proposals, among them our own, have been made to consolidate programs authorized under Title I of the Higher Education Act. Here again, I wish to point out the vital importance of preserving the state role in the coordinated planning and administration of Title I programs, whatever the final form of the legislation, particularly as states advance into innovative areas of adult and community education programs. Appendix A is a list of 1979 grant awards made by New York State to institutions and groups under Title I-A of the Higher Education Act. A large number of the grants awarded pertain to the vital linkage of education and work, an area which we must be able to coordinate with the efforts under CETA programs. It is, of course, important to allow for flexibility through the disbursement of some funds at the discretion of the U.S. Commissioner for multi-state and regional programs, but it is equally important that the states have a role in the planning, administration, and coordination of even these funds in order to avoid duplication and confusion among both administrators and clients.

Legislation recently has been introduced in Congress to support schools of education. The "Schools of Education Assistance Act" would allow funds to flow directly to universities, without provision for a state role in determining the need for programs involved. From the perspective of our statewide planning process in New York, such aid would subvert the New York State Education Department's procedures for the review of academic programs, both in reference to quality and to need; it would also conflict directly with the activities of our Doctoral Evaluation Project, which in the next three years will undertake the systematic review of 388 doctoral programs in education.

Table 1, which follows, summarizes the limited role now played by the States in planning for and administration of programs under the Higher Education Act. You will note that states played a significant role in the administration of only 12 percent of the FY 1979 appropriated Federal funds. Yet the State effort in the total amount of Federal, state and local expenditures for postsecondary education more closely approximates between 30 and 40 percent.

Recommendation for Consolidation of Statewide Planning

I recommend that the purpose and functions now carried out by 1202 Commissions be retained in the law. I further recommend that an increased level of funding be made available to State Postsecondary Education Commissions to assist them in expanding their comprehensive planning, monitoring, and coordinating activities within the states and with the Federal government.

The goal of enhanced coordination would be more efficiently realized if the present Federal requirements for state planning in many areas of postsecondary education were interrelated and coordinated with comprehensive postsecondary planning at the state level. One good way to further this objective would be the consolidation of all the basic provisions governing the relationship between the states and the Federal government in planning for the administration of higher education programs. A comprehensive administration of planning would draw together all the basic provisions governing Title I, Titles VI and VII, Title X, and sections 1202 and 1203. This might replace the 1202 Commission provisions with a simplified "agreement" between each state and the Federal government. The agreement would spell out, in a manner consistent with the unique structure and circumstance in each state, how the state will carry out comprehensive planning for postsecondary education. It would involve all kinds of institutions and other groups within the state in the planning process; provide for coordination among various state agencies responsible for student assistance, coordination, or governance of higher education functions within the state; and include general provisions regarding the administration of Federal funds. Such agreements would provide a framework for states to undertake statewide planning in categorical areas such as lifelong learning and continuing education; educational, financial aid, and occupational information services; facilities; and similar areas. Additionally, a framework would be in place for qualified states to enter into agreements with the U.S. Commissioner to carry out institutional eligibility review and approval, as proposed later in my testimony.

Such a consolidation could occur as an amendment to the General Education Provisions Act, allowing states the option to administer the various planning provisions found in the Higher Education Act in a comprehensive fashion. Another alternative, proposed by the Education Commission of the States, would create a new title of the Higher Education Act which would draw together all the basic provisions presently found in various titles. I would urge the Subcommittee, in conjunction with the states, to review and act on the various options available to carry out such a consolidation in light of the potential administrative and funding impact.

Financing Education

Coordination of Federal and state planning cannot be accomplished effectively without consideration of available resources to meet established goals. In the context of diversity, it is particularly important to underline the idea that no plan for financing education can make sense if it fails to take sufficient account of state and regional differences.

Regional differences in cost of services, as well as in state tax effort and fiscal capacity, related to a state's overall commitment to expenditure for social programs, must be considered in the Federal distribution of funds. The Northeastern region of the United States has suffered from severe economic stress in recent years. With respect to the economy of New York State, there were 210,000 fewer jobs in the private sector in January 1978 than there were in January 1973, a decline of 3.7 percent. Our population decreased by approximately 300,000 between 1970 and 1977. Even with this net outflow of population, New York continues to serve a national purpose by functioning as the major point of entry for those population groups most likely to need a disproportionately high level of expenditures for education to bring them into the mainstream of our society: poor people, racial and ethnic minorities, and persons whose native language is not English.

We have not shirked our responsibility to assist these populations, and indeed to provide educational opportunity for all students. New York State contains 250 of the approximately 3,000 postsecondary institutions listed in the U.S. Office of Education Directory. In 1978-79, those institutions enrolled more than 930,000 students, over eight percent of all the students in the nation. While over one-half million were enrolled in public university systems, over 43 percent were enrolled in non-public institutions. The students enrolled in New York's independent colleges and universities constituted about 17 percent of all independent college enrollments in the nation. New York is the only state with both a highly developed public higher education system and a large, vigorous independent sector. Total current fund expenditures for higher education in New York State for 1978-79 are approximately $4.5 billion, which includes State funding totalling more than $1.5 billion for direct operating support. The latter figure represents some 12.5 percent of the State's total operating budget. Table 2 displays in detail New York State appropriations for postsecondary education for the years 1975 through 1979.

Even these statistics do not give a complete picture of the extent to which our students pursue programs in higher education, since New York State has traditionally been a major "exporter" of college students. Data collected by the National Center for Education Statistics (NCES) for the years 1968, 1973, and 1975 reveal that, for each of these years, more residents of New York State enrolled in degree programs in other states than residents of the other 49 states have enrolled in

New York's degree programs. For 1975, this net out-migration amounted to about 60,000 undergraduate students. Yet in that year New York's public and independent institutions enrolled close to one million students. We believe that net out-migration is neither "good" nor "bad"; however, it does have implications for student financial aid to which I should like to return in a few moments. Table 3 displays the resident and migration statistics for New York State as provided by NCES.

New York State's program of financial assistance, the largest in the nation, is both broad and comprehensive. It comprises an extensive network of low tuition public colleges, tuition assistance grants at public and independent institutions, scholarships for able high school graduates and professional and graduate students, and guaranteed student loans for post-secondary students. All these programs have been established in furtherance of the Regents goals of access and choice; planning for student aid must recognize the differences in costs among the sectors of higher education if it is to provide choice as well as access.

In support of these programs, New York State's student financial aid programs for 1977-78 totalled $604.5 million, of which $220.5 million was for tuition assistance and $361.9 million was for loans. Scholarship and grant assistance was provided to over 400,000 students; over 208,000 student loans were approved. The scope and operation of these programs indicate clearly that New York State is committed to its share as a partner with the Federal government in providing student financial assistance, and in supporting higher education in general. But these figures, together with recognition that costs of attending college in New York State are among the highest in the nation, document our position that, since student assistance is both a state and Federal responsibility, an adequate student aid system cannot be developed without an effective state/Federal/institutional partnership in student aid planning, funding, and delivery. Tables 4, 5, and 6 provide some indications both of the magnitude of New York State's effort in student financial assistance and of the ways in which this assistance relates to income, tax burdens, and government spending in New York as compared with the nation as a whole.

In this context I would like to comment specifically on two important issues related to student financial aid: indexing of family assets considered for Basic Educational Opportunity Grants by region of the country, and portability of state awards. Several ways of establishing ties between the asset test and regional variations in income and costs can be suggested. The Consumer Price Index is calculated on a basis which generally reflects regional differences. The level of assets "protected" from contribution toward college-going costs in calculating BEOG awards could be linked to such differences. The Higher Education Price Index, which measures the costs to institutions of goods and services, could also be used in a similar way. However, there are a number of reasons for excluding the asset test from the eligibility index entirely. Assets cannot be equated with wealth as measured by disposable income. Including the value of nonliquid assets, particularly a home, in the calculation is inequitable; home values often are misrepresented, intentionally or unintentionally. Further, little relationship may exist between home ownership and ability to pay postsecondary education costs in the case of a single-parent family. Moreover, assets do not always produce disposable income; the proprietor of a small business may have substantial assets, yet realize little disposable income.

On balance, for all the above reasons, I continue to believe that the use of family assets in computing BEOG awards to students is both unverifiable and essentially irrelevant to determining family ability to pay postsecondary education costs. Therefore, I recommend that the eligibility index for the Basic Educational Opportunity Grant Program be simplified to exclude assets entirely. We have so recommended since 1972.

On the issue of portability, I believe that states -- such as New York -- which tax themselves to provide nonportable programs to fulfill postsecondary responsibilities to their students should not be denied the opportunity to serve their residents as contractors in processing BEOG applications. Contracting would permit coordination of state and Federal programs leading to improvement in coordinated planning. Present law, however, permits only the few states which offer portable state awards to contract with the Office of Education to process applications. New York State's Tuition Assistance Program (TAP) provided some $238.2 million to students in 1978-79. The average TAP award for 1978-79 is estimated to be approximately $700. The maximum is $1,800. As noted earlier, roughly 60,000 New York State residents enroll each year as undergraduates in out-of-state institutions. Allowing these students to take New York State TAP awards with them could add another $42 million, or almost 20 percent, to the demands on TAP, a prospect which can only be characterized as unreasonable and unwarranted.

In the past it has been suggested that acceptance of funds under the State Student Incentive Grant Program (SSIG) should be linked to portability. In New York State, SSIG underwrites only two percent of TAP. The concept of a link to portability on the basis of such limited funding support is not a tenable one.

As competition for enrollments among institutions becomes more intense in the 1980's and beyond, I stress our opposition to any policy that would provide incentives to additional out-migration from states, such as New York, which are meeting their responsibilities. Portability can permit, or even encourage, states to escape their responsibilities for providing adequate access to postsecondary education. We continue, therefore, to oppose the concept of portability of state student financial assistance.

Virtually every program established by the Higher Education Act is integrally related to the statewide planning role. With the subcommittee's approval, I would like to move now to a discussion of some significant specific Federal programs in light of their relationship to the planning role of the states.

Disadvantaged Students and the Institutions That Serve Them

Within the total effort to provide financial assistance to postsecondary students, a special commitment has been made by the Federal government, the states, and many institutions to serve the significant and growing numbers of educationally and economically disadvantaged students. Programs to help these students and institutions whose primary mission is to serve the disadvantaged, are authorized under several portions of the present Higher Education Act. But these programs, in

Title III and Title IV, overlap with one another and with many New York State programs, as we have noted earlier. Clearly, in this area as in the others we have discussed, greater coordinated planning is needed if the available Federal and state resources are to be used with maximum effectiveness to increase postsecondary access for disadvantaged students.

I urge, therefore, consolidation of certain authorizations contained in the Higher Education Act's Title III and Subparts 4 and 6 of Title IV, under a new and revised Title III. That new Title should focus on aid to institutions enrolling substantial numbers of students, of all ages, who are both educationally and economically disadvantaged.

I believe that such a consolidated Title, administered and coordinated through a state-level planning process, would provide the most efficient and cost-effective way of extending postsecondary educational opportunity to the disadvantaged. It would assure that state and Federal efforts reinforce rather than duplicate one another.

Community Service and Needs of Adult Learners

One of the major education issues awaiting action by the 96th Congress is the learning needs of adults who have been inadequately served by current educational offerings. Both Federal and state agencies have a responsibility to provide postsecondary opportunities that will increase the workplace capabilities and personal enrichment of adults already employed, and offer career-retraining for those who are unemployed or underemployed. However, program initiatives in the area of community service and continuing education which provide links between systems of education and work will be effective only to the degree that they have a strong, comprehensive, coordinated planning component that involves Federal and state agencies, as well as labor, industry, and all other elements of society interested in addressing economic and social issues.

The Regents have encouraged postsecondary institutions to work in cooperation with all elements of society to address economic and community issues. Title I-A of the Higher Education Act has provided funds for community service programs to assist in the solution of a variety of urban, suburban, and rural problems. Much has been accomplished because of the strong program planning, coordination, and administration role assigned to the State by the legislation. However, much more would be accomplished if the funding made available to the states under the provisions of this Act were increased and the discretionary grants made by the U.S. Commissioner to institutions of higher education for national and regional community service projects required coordination with existing state programs. Increased funding would enable the states to be more responsive to the critical needs of adults. A strong state coordination role in the discretionary grant program would reduce the ineffectiveness and duplication that have characterized many of these special community service and continuing education projects.

Title I-B encourages the support of lifelong learning opportunities for the adult population. The urgent need for the opportunities provided by Title I is increased by accelerated rates of social and technological change. Social changes have made new roles available to minorities, women, and older Americans. The explosion of academic and technical knowledge has contributed to educational obsolescence in every discipline and in every occupation. In this era of rapid change, education cannot serve society if it terminates with the acquisition of entry-level skills for employment. Lifelong learning is essential to meet changing social and technical, as well as physical and psychological, needs. Despite the intensity of this need and the potential that a strong Federal and State cooperative role has for the solution of major national problems, no appropriation for Title I-B has ever been made.

Another effort at improving the contributions of postsecondary institutions to the community is the Urban Grant University Act proposal. This legislation would amend Title I to establish a system of grants for urban universities. It would authorize funding to certain higher education institutions to develop their capacity to help find answers to urban problems by making their educational, research, and service capabilities more readily and effectively available to urban communities. This type of legislation supports the Regents emphasis on greater cooperation between postsecondary institutions and the communities in which they are located. It would be more effective and efficient if it were tied to and coordinated with existing statewide planning efforts to serve the critical needs of urban populations.

We recommend that Title I-A and Title I-B be consolidated into a single program in order to produce the greatest returns on the Federal investment in continuing education.

Combining the two authorizations should make planning for lifelong learning an integral part of state comprehensive postsecondary planning. With consolidation of Title I-A and I-B, funding for Title I should be increased significantly over the FY 1979 appropriation.

The base allocations for each state and territory should also be eliminated and allocations be made solely on the basis of the target population of adults (18 or over) in each state. In this, once again, as in other aspects of funding, we believe that the basis of allocations must recognize the diversity of the states and the unique character of their populations.

We further recommend that a program of support for Urban Grant Universities similar to that proposed in the 95th Congress should be enacted as a new part of Title I. The provision should be integrated with statewide planning efforts and assist public and independent institutions in urban areas to make their resources more available to urban communities. It would be as important to the cities of our nation today as the Morrill Land Grant Act was to the Midwest in the very different social conditions of the mid-nineteenth century.

We believe that the specific provisions of Title I can be retained under the simplified state planning format we have endorsed earlier. This could be accomplished by providing that any state which has a general agreement with the Federal government would become eligible to participate in certain categorical programs, including lifelong learning, continuing education, and urban university grants.

Accreditation and Institutional Eligibility

Planning is directed toward optimizing the use of resources -- Federal, state, and institutions. Other major purposes of planning are assuring program consistency and improving administrative efficiency. In the area of establishing institutional eligibility to participate in Federal programs, therefore, as in the other areas covered by the Higher Education Act, a single coordinated approach is preferable to a piecemeal one.

The need for a closer Federal-state partnership in evaluating the quality of postsecondary institutions, the adequacy of institutional practices and procedures, and institutional eligibility for participation in various Federal programs is one that has grown rapidly in the past few years. Such a partnership is essential to assure that all institutions participating in Federal programs meet Federal eligibility standards and operate programs in accordance with public policy. It is increasingly important that any system of establishing eligibility take cognizance of the consumer-related actions, probity, and ethical behavior of the institutions being evaluated.

To be eligible for Federal postsecondary assistance, institutions currently must be accredited by an accrediting agency recognized by the U.S. Commissioner of Education or meet one of the other criteria for eligibility. The Regents believe that an alternative determination process should be considered. That alternative would make available stronger assurances about institutional quality and integrity in determining eligibility to enable students in both traditional and legitimate non-traditional programs to participate in Federal programs.

The alternative system would reduce pressures for "mandatory" accreditation by voluntary agencies and create a better determination mechanism than the present option of transfer credits.

We recommend that an appropriate state agency be designated in each state as a federally recognized approving agency to approve postsecondary educational institutions and eligible vocational institutions, or the programs of such institutions. Decisions of the agency would be relied upon by Federal officers and agencies in connection with participation in any program of Federal assistance to postsecondary or vocational educational institutions or their students.

Each state would designate an existing state agency or commission, such as a 1202 Commission, to be the federally recognized approving agency for this purpose in the state. The U.S. Commissioner of Education would promulgate criteria for recognition as a reliable authority as to the quality of education or training offered and as to the integrity of the institution or program, of the agency or commission designated by each state.

In addition, the U.S. Commissioner should be authorized to make grants to any designated state agency or commission which is recognized or provisionally recognized, to assist it in carrying out its duties.

If phased in, such a system would cover 90 percent of all students when it operated in only 30 states, or 80 percent if it were in operation in only 22 states. Indeed, if only seven selected states[1] in addition to New York had such a system for determining eligibility, it would apply to 51 percent of all the higher education students in the nation.

Conclusion

In the last two decades, the Federal role in assisting state and local educational agencies and postsecondary institutions has grown significantly. The significance of this Federal role, in turn, makes it all the more important that the solutions to problems to be addressed by the 96th Congress, solutions which will shape postsecondary education programs well into the 1980's, take full recognition of the relationship between state planning and Federal policy.

Our brochure, Federal Legislation and Education in New York State, is an example of what a coordinated statewide planning process can produce. Major concepts were reviewed initially by the leaders of all sectors of higher education in New York. The text of the brochure was circulated in draft form to representatives of all sectors of postsecondary education in New York for comment. Several meetings were held with representatives during the process. While there was not consensus, at least we are assured that the interests of all sectors were taken into account in the preparation of the recommendations we have set forth. I have attached to my written statement a copy of this brochure, which includes additional and specific recommendations for the various titles of the Higher Education Act and suggests authorization levels where appropriate.

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[1] California, Illinois, Texas, Michigan, Pennsylvania, and Massachusetts

Key decisions must be made this year regarding the direction of the Federal government's involvement in shaping the future of higher education. We reiterate our belief that this Federal effort must be coordinated in a comprehensive fashion at the state level with state and local initiatives. More efficient delivery of Federal education resources can be accomplished if state education agencies are used more effectively to provide the intermediate level services of planning, administering, and evaluating Federal programs in institutions. The requirements of individual Federal programs should, wherever possible, be consolidated and simplified. In this way, state and local administrative agencies would have the flexibility to use funds and administer programs within the broad purposes of the consolidated act. By this approach, it seems to us, we are most likely to implement the rationale, comprehensive, and coordinated planning goals to which we all subscribe.

Thank you for the opportunity to appear today and to present the views of New York State.

TABLE I

AUTHORIZATION VERSUS APPROPRIATION IN PROGRAMS UNDER THE HIGHER EDUCATION ACT

(in Thousands)

		Auth.	FY 1979 APPRG	Admin.
I.A	Community Services	40,000	16,000	State
I.B	Lifelong Learning	40,000	-0-	
II.A	College Lib. Resources)	120,000	9,975	
II.B	Career Training)			
II.C	Research lib. resources	20,000	6,000	
III.	Devel. Institutions	120,000	120,000	
IV.A.1	BEOG	Entitlement	2,600,000	
IV.A.2	SEOG	340,000	340,000	
IV.A.3	SSIG	50,000+	76,750	State
IV.A.4	TRIO	200,000	140,000	
IV.A.5	Educ. Information	40,000	3,000	State
IV.A.6	Cost of Education	Entitlement	-0-	
IV.B				
IV.C	College Work Study			
IV.D	Vacant			
IV.E	NDSL	400,000	310,500	
V.A	Teachers Corps	100,000	37,500	
V.B	Teacher Training	75,000	12,625	
VI	Undergrad. Equipment	70,000	-0-	State
VII	Facilities	580,000	-0-	State
VIII	Coop. Education			
IX.A	Grad. Programs	Entitlement	50,000	
IX.B	Grad. Fellowships	Entitlement	8,000	
IX.C	Pub. Serv. Fellowships	Entitlement	4,000	
IX.D	Mining Fellowships	Entitlement	4,500	
X.A	Comm. Colleges State Plans	15,700	-0-	State
X.B	Expand Comm. Colleges	150,000	-0-	
XI.	Law Sch. Clinical Exp.	7,500	2,000	
XII.	Comp. Planning	2,000+	3,500	State
	Total Higher Ed Act	5,064,950	3,697,350	72.9%*
NDEA	Foreign Studies	75,000	20,000	
VI. FIPSE		75,000	13,000	
	Total Higher Ed.	5,214,950	3,730,350	71.5%
	Total Admins. by State Agencies	925,950	99,250	12.0%
	Percent Adminis. by State Agencies	15.8%	2.7%	

*This figure is the percentage of actual Appropriations made compared to Authorization levels.

Source: Council of Chief State School Officers, 1979

Table 2: State Appropriations for Postsecondary Education
State Fiscal Years 1975-76 through 1978-79
(in millions)

	1975-76		1976-77		1977-78		1978-79		Change 1975-6 to 1978-9	
	amount	percent	amount	percent	amount	percent	amount	percent	amount	percent
State University of New York[1]	$ 667.4	54.3	$ 636.7	50.0	$ 688.3	50.6	$ 787.8	51.7	$120.4	18.0
City University of New York[2]	140.4	11.4	130.8	10.3	129.8	9.6	166.9	10.9	$ 26.5	18.9
Community Colleges[3]	148.0	12.0	156.0	12.2	157.0	11.5	164.2	10.8	$ 16.2	10.9
Aid to Independent Institutions										
Bundy Aid	57.4	4.7	62.7	4.9	66.6	4.9	68.0	4.5	$ 10.6	18.5
Health Professions	19.0	1.5	16.1	1.3	14.1	1.0	16.6	1.1	($ 2.4)	(12.0)
Special Grants	.8	0.1	0	-	2.6	0.2	1.8	0.1	($ 1.0)	(125.0)
Student Aid										
TAP	103.5	8.4	184.2	14.5	214.6	15.8	238.2	15.6	$ 134.7	130.1
All other	29.5	2.4	25.7	11.9	23.9	1.8	21.5	1.4	($ 8.0)	(27.1)
Programs for the Disadvantaged	44.2	3.6	39.0	3.1	36.4	2.7	36.9	2.4	($ 7.3)	(16.5)
Other State Education Dep't.	7.9	0.6	8.0	0.6	9.9	0.7	10.0	0.7	$ 2.1	26.6
Other State University	2.2	0.2	2.1	0.2	3.4	0.2	2.9	0.2	$ 0.7	31.8
Other State Agencies	9.4	0.8	12.8	1.0	13.7	1.0	9.6	0.6	$ 0.2	2.1
TOTAL Appropriation	$1,229.7	100.0	$1,274.1	100.0	$1,360.3	100.0	$1,524.4	100.0	$ 294.7	24.0
State Revenues	$9,974.0		$10,611.0		$11,302.0					
Total Higher Education Current Fund Expenditures (from all revenue sources)	4,043.0		4,216.0		4,372.0(est.)		4,520.0(est.)		477.0	11.8

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1. Regular Operations, Adjusted
2. Excludes Community Colleges
3. Includes both SUNY and CUNY Community Colleges

SOURCE: New York State Education Dept., 1979

TABLE 3

IN- AND OUT-MIGRATION OF DEGREE-CREDIT STUDENTS FOR NEW YORK STATE

1963, 1968, and 1975

Level of Student and Year	United States to New York State (in) (1)	New York State to United States (out) (2)	Net Migration (in-out) (3)
Undergraduate			
1963	33,498	75,047	-41,549
1968	49,300	109,821	-60,521
1975	54,054	111,781	-57,727
First-Professional			
1963	3,756	5,393	- 1,637
1968	3,352	7,495	- 4,143
1975	4,769	9,997	- 5,228
Graduate			
1963	11,836	10,329	+ 1,507
1968	16,772	18,665	- 1,893
1975	20,331	25,652	- 5,321
TOTAL			
1963	49,090	90,769	-41,679
1968	69,424	135,981	-66,587
1975	79,154	147,430	-68,276

Notes: (1) Negative net migration indicates net out-migration.
(2) Positive net migration indicates net in-migration.

Source: NYSED: Residence and Migration of College and University students in New York State, 1974-1976.

Source of Basic Data: NCES/HEGIS

Table 4

Average Undergraduate TAP Awards and Average Tuition Costs, 1976-77 and 1977-78

	Independent			State University						City University		
				State Operated			Community Colleges					
	1976-77	1977-78	%Change	1976-77	1977-78	%Change	1976-77	1977-78	%Change	1976-77	1977-78	%Change
Average tuition[1]	$2,900	$3,131	7.9	$804	$811	.8	$673	$689	2.4	$863	$865	.2
Average TAP	778	1,054	35.5	356	410	15.7	340	342	.5	445	500	12.4
Tuition Less TAP	2,122	2,077	(2.1)	448	411	(10.5)	343	347	1.2	418	365	(12.7)
TAP as a % of tuition	26.8	33.7	6.9	44.3	49.4	5.1	50.5	49.6	-.9	51.6	57.8	6.2

[1] Tuition charges are estimated and weighted for independent, SUNY State operated and CUNY. Estimate for SUNY community colleges is unweighted.

Source: A Report by The Board of Regents to The Governor and
Legislature on State Student Financial Aid Programs,
New York State Education Department, December 1978

TABLE 5

NEW YORK STATE AND THE NATION: SELECTED COMPARISONS FOR 1963 THROUGH 1973

	New York as a Percent of The United States				
	1963	1975	1976	1977	1978
Population	9.3	8.5	8.4	8.3	8.2[ac]
Personal Income	11.5	9.6	9.5	8.9	8.7[c]
Employment	11.0	8.9	8.6	7.9	7.7
Per Capita Personal Income Minus Transfers	123.7	108.8	105.9	104.9	103.3[a]
State and Local Government Taxes per $1000 of Personal Income	113.1	135.6	138.9	138.0	
Property Taxes per $100 of personal income	109.4[b]	134.0	138.1	138.7	

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[a] Second Quarter Estimates

[b] 1962 data

[c] our estimates based on 1976-1977 population growth rates

SOURCES: U.S. Bureau of the Census, Governmental Finances, 1963-1977 Table 26, U.S. Government Printing Office, Washington, D.C.; U.S. Bureau of the Census, Census of Population General Social and Economic Characteristics, Final Report PG(1)-C1, U.S. Summary, U.S. Government Printing Office, Washington, D.C., 1960 and 1970 U.S. Department of Labor, Bureau of Labor Statistics, Employment and Earnings, States and Areas, 1939-74, Employment and Earnings July and August, 1978, 1977, 1976, 1975; U.S. Department of Labor, Bureau of Labor Statistics; U.S. Department of Commerce, Bureau of Economic Analysis, Survey of Current Business, December 1965, p. S-2, August 1977, p. 8, Table 10, and Aug. 1978, p.15, Table 1: and U.S. Department of Commerce, Bureau of Economic Analysis, Regional Economic Information System, Unpublished data, 1978, U.S. Bureau of the Census, Current Population Reports, Series p-25, No. 727, July 1978, NYS Director of the Budget.

SOURCE: Syracuse University, Maxwell School of Citizenship and Public Affairs, 1970

TABLE 6

GROWTH IN STATE AND LOCAL GOVERNMENT EXPENDITURES: NEW YORK AND THE REST OF THE NATION

	New York State		Rest of the Nation		New York as a Percent of the Nation	
Year	Per Capita	Per Dollar of Personal Income	Per Capita	Per Dollar of Personal Income	Per Capita	Per Dollar of Personal Income
1963	$ 393.81	13.12	$ 308.59	12.94	$ 124.39	101.19
1964	458.18	15.38	352.29	14.96	126.50	102.46
1965	479.84	15.31	377.16	15.26	124.07	100.29
1966	530.11	16.31	411.96	15.47	125.33	104.76
1967	614.62	17.70	459.54	15.96	129.69	109.57
1968	703.89	18.50	493.33	16.12	137.37	112.91
1969	816.23	19.93	554.32	16.72	141.20	116.71
1970	919.35	20.61	626.04	17.28	140.87	116.81
1971	1075.50	22.71	700.48	18.39	146.51	120.40
1972	1238.72	24.80	762.08	18.94	154.02	126.71
1973	1319.41	25.03	819.41	18.71	152.90	129.29
1974	1448.20	25.17	891.92	18.08	154.13	134.06
1975	1611.14	25.49	1027.07	19.31	149.63	127.91
1976	1735.41	26.38	1140.37	19.69	152.18	133.98
1977	1795.24	25.35	1213.76	19.34	147.91	131.08

SOURCE: Governmental Finances in 1963-1976, Series GF/No.5, Tbl8. Tbl7 in 1963/64.
Derived from material provided by Maxwell School of Citizenship and Public Affairs, Syracuse University, 1979

APPENDIX A

NEW YORK STATE EDUCATION DEPARTMENT NEWS
Office of Public Information • Harold Bloom Director • Chris Carpenter Assistant Director   Albany, New York 12234 Phone (518) 474-1201

FOR RELEASE AT 1:30 P.M., THURSDAY, MAY 24, 1979

REGENTS APPROVE 25 PROPOSALS FOR FEDERAL AID TO HIGHER EDUCATION

Acting as the State Postsecondary Education Commission, the Regents today approved 25 proposals submitted by institutions of higher education in the State for Federal funds under the Higher Education Act. Twenty proposals are for community service projects designed to relate postsecondary education and work; four are continuing education programs intended to serve elderly and handicapped adults; and one is a resource materials sharing project designed to improve the way in which existing postsecondary resources are being used.

The total amount of Federal funds available to the State under this program for fiscal 1979 is $948,774.

Brief descriptions of each of the approved programs follows:

Public Institutions -- Relating Education and Work

1. STATE UNIVERSITY COLLEGE AT BUFFALO -- "Career and Interpersonal Skills Training Program for Single, Unemployed, Women Head of Household."

Funds are recommended to provide 100 unemployed or underemployed single women heads of households an intensive eighteen week period of training and assistance designed to overcome the effects of sex role socialization and provide them with the knowledge and skills to compete successfully in the job market. $52,000.

(over)

2. STATE UNIVERSITY OF NEW YORK AT BUFFALO -- "Critical Skills Upgrading Program."

Funds are recommended to assist four postsecondary institutions in Western New York to develop and implement new, employer responsive instructional delivery systems to train 245 adults for existing work advancement opportunities. $43,000.

3. SUNY AGRICULTURAL & TECHNICAL COLLEGE AT MORRISVILLE -- "Pilot Consortium for Community Responsive Postsecondary Education."

Funds are requested to provide Chenango County residents with linking services to help the community to retain existing employers, attract new employers, and help adults to fulfill their individual education and career aspirations. $25,000.

4. STATE UNIVERSITY COLLEGE AT OSWEGO -- "Program to Intervene in the Cycle of Inter-Generational Unemployment and Underemployment by Improvement of Math and Reading Skills."

Funds are recommended to train unemployed high school graduates to work with 250 adults on basic reading and math skills, and the development of job-seeking skills. $35,000.

5. STATE UNIVERSITY CENTRAL ADMINISTRATION -- "Continuing Education Project for Underemployed Women Working for New York State."

Funds are requested to provide career skill seminars to 150 women employed in the lowest State pay grades who seek to improve their job status, explore career and life aspirations, and develop group and individual strategies for achieving career goals. $30,000.

(more)

6. STATE UNIVERSITY COLLEGE AT PLATTSBURGH -- "Program to Retain and Bring Back Olympic Tourists."

Funds are recommended for a series of training programs for 300 small business owners, 1,000 New York State Police, and 500 tourist industry workers to enable them to become better salesmen and promoters of tourism in the Adirondack/Lake Champlain region of New York State. $35,000.

7. MOHAWK VALLEY COMMUNITY COLLEGE -- "Cooperative Training to Facilitate Job Development and Economic Recovery in Central New York."

Funds are recommended to provide pre-employment training to prepare a workforce for new businesses and industries entering the Mohawk Valley region and establish a forum for owners and managers of small businesses to discuss their most pressing problems. $30,000.

8. BROOKLYN COLLEGE, CUNY -- "Education Program for Homemaker Home Health Aides."

Funds are recommended to provide homemaker home health training to 220 women in the Brownsville and East New York sections of Brooklyn to enable them to provide competent care for the sick and elderly within their own homes. $35,000.

9. YORK COLLEGE, CUNY -- "Work Orientation Training Program for Foreign Born/Cultured Adults."

Funds are recommended to develop and implement a series of five core seminars to help 700 newly arrived foreign born/cultured individuals to develop the basic language and communications skills necessary for survival in the urban world of work. $55,000.

(over)

10. BOROUGH OF MANHATTAN COMMUNITY COLLEGE, CUNY -- "Labor Studies Project."

Funds are recommended to provide course offerings in Labor Studies, both theoretical and vocational, to 300 union workers to enable them to function more effectively as unionists, understand society and fulfill their obligations as citizens. $35,000.

11. MEDGAR EVERS COLLEGE, CUNY -- "A Work-Related Education Training Program for Sales Personnel."

Funds are recommended to provide work-related postsecondary education to 200 educationally by-passed adults who work in retail sales, and to upgrade the services of retail service agents to the Brooklyn community. $50,000.

12. THE COLLEGE OF STATEN ISLAND, CUNY -- "Work/Study Job Training."

Funds are recommended for a program of credit bearing internships that will enable 400 adults to upgrade themselves for positions they now hold or acquire the skills needed to obtain new positions. $25,000.

13. SUFFOLK COUNTY COMMUNITY COLLEGE -- "Bilingual Secretarial Skills Development Program."

Funds are requested to provide an integrated program of instruction in typing, communications, office procedures, and career clarification for 90 Hispanic adults to prepare them for secretarial jobs on Long Island. $40,000.

Independent Institutions -- Relating Education and Work

14. NIAGARA UNIVERSITY -- "Niagara County Employment Revitalization Project."

(more)

Funds are recommended to expand the education-for-employment programs developed during the first two years of the project that respond to the employer and employee needs of Niagara County. $40,000.

15. ROCHESTER AREA COLLEGES INC. -- "WEDCO: Development of Workshops and Materials for Unemployed and Underemployed Adult Women."

Funds are recommended to conduct a series of conferences/workshops for 500 women from various sections of the Genesee Valley to help them become aware of career and employment trends and assist them in obtaining employment. $28,774.

16. COLGATE UNIVERSITY -- "Entrepreneurial Development Center."

Funds are recommended to establish an Entrepreneurial Development Center on the campus of Colgate University to work with the small business sector within a twenty mile radius of Hamilton, New York. $32,000.

17. ASSOCIATED COLLEGES OF THE ST. LAWRENCE VALLEY -- "Work-Related Education for the Northern Region."

Funds are recommended to expand work-related education workshops, courses and seminars for 675 adults in the Northern Region to prepare them for initial employment or job advancement, and to continue the regional planning and program development among participating higher education institutions and area employers. $20,000.

18. IONA COLLEGE -- "Construction Management for Minority Contractors."

Funds are recommended to provide a training program for minority construction contractors and journeymen to improve their use and effectiveness in the construction industry. $40,000.

(over)

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19. NEW YORK STATE SCHOOL OF INDUSTRIAL AND LABOR RELATIONS/ CORNELL UNIVERSITY MEDICAL COLLEGE -- "Training Trade Union and Community Leaders to Contain Health Costs and Improve Work Place Health in New York City, Albany, Buffalo and Long Island."

Funds are recommended to provide a series of courses for 325 unionists in New York City, Albany, Buffalo and Long Island to afford them the opportunity to address health-related community problems found at their place of work, and to assist health professionals to broaden their understanding of the nature of work-related health problems and to increase their ability to recognize and treat these problems. $40,000.

20. ST. JOSEPH'S COLLEGE, BROOKLYN -- "A Program of Developmental Skills and Life Experiences for Women Victimized by Family Violence."

Funds are recommended to provide educational competency skills, occupational and job-related knowledge, and life experience skills to prepare 390 "battered" women for gainful employment. $33,000.

Public Institutions -- Continuing Education

21. STATE UNIVERSITY AT ALBANY -- "Continuing Education Programs for Handicapped Adults in Communities of the Capital District Area."

Funds are recommended to conduct a series of adult and continuing education courses for one hundred developmentally disabled adults to enable them to increase their participation in the educational, social, and political activities of the communities in which they reside. $50,000.

(more)

22. LA GUARDIA COMMUNITY COLLEGE, CUNY -- "Consortial Program to Increase Accessibility for Hearing Impaired Adults into Continuing Education Programs within CUNY."

Funds are requested to assist a team of deafness specialists in providing outreach, liaison assessment, preparatory education and consultation for hearing impaired adults which will increase their accessibility into Continuing Education Programs within CUNY and in Metropolitan New York. $20,000.

23. NEW YORK CITY COMMUNITY COLLEGE, CUNY -- "Extending Continuing Education to the Elderly Homebound."

Funds are recommended to train Senior Teaching Aides to serve the minority elderly living in economically depressed areas by encouraging their participation in continuing education activities that are vital to their social and economic needs. $50,000.

Independent Institutions -- Continuing Education

24. LONG ISLAND REGIONAL ADVISORY COUNCIL ON HIGHER EDUCATION -- "New Educational Opportunities for Older Adults."

Funds are recommended to develop and provide 30 off-campus, non-credit academically oriented courses for 1500 older adults residing in Suffolk County. $40,000.

Independent Institutions -- Improved Use of Resources

25. HUDSON-MOHAWK ASSOCIATION OF COLLEGES & UNIVERSITIES -- "Broad Scale Cooperation and Resource Sharing in Television."

Funds are recommended to help groups of colleges and universities in six of the eight Regents' Postsecondary Education Regions to relate to the Public Television Station that serves their area, and by periodic meeting to share, statewide, the total resources of the television network with postsecondary education. $65,000.

STATEMENTS OF AIMS McGUINNESS, EDUCATION COMMISSION OF THE STATES, DENVER, COLO.; DOUGLAS SMITH, SPECIAL ASSISTANT, OFFICE OF THE GOVERNOR, LANSING, MICH.; AND DOROTHY HARRISON, DEPUTY COMMISSIONER FOR HIGHER AND CONTINUING EDUCATION, NEW YORK STATE DEPARTMENT OF EDUCATION, ALBANY, N.Y., ACCOMPANIED BY ALISTAIR McKINNON

STATEMENT OF AIMS McGUINNESS, EDUCATION COMMISSION OF THE STATES, DENVER, COLO.

Mr. McGUINNESS. I am Aims McGuinness of the Education Commission of the States. I have submitted a formal statement which I will not read. I would like to summarize several points in my testimony and then answer any questions you may have.

My statement covers six points most of which you covered in your opening statement, Mr. Chairman. I would like to review briefly how States have actually implemented 1202 commissions; what the commissions have done; what changes have occurred over the past 4 years in State planning for postsecondary education which are related to the 1202 commissions' activities. I will then outline briefly a proposal to amend the Higher Education Act which would build upon the 1202 commission experience.

As you mentioned in your opening statement, 48 States have implemented the 1202 commission provisions. To a large extent, the States which have established commissions have designated existing agencies responsible under State law for higher education. For example in New York and Pennsylvania, the designated 1202 commissions are long-established State boards.

The important point is that in most States the 1202 commissions are not separate and different for existing State agencies. The only States where such a difference exists is where there was not an effective mechanism for State planning encompassing all postsecondary education in the State. A chart in my formal statement illustrates how the States vary in their implementation of 1202 commissions in relation to existing structure.

Before reviewing what the 1202 commissions have done. I would like to go back to what the Congress intended to accomplish with 1202 commissions when these provisions were enacted in 1972. This intent is important in terms of what to consider as decisions are made about the future of the commissions. Key elements of the intent were as follows:

First: That it is in the interest of the Federal Government that conprehensive statewide planning take place. Basically, what the States do in planning is important to insure effective use of all resources—Federal, State, or private. Therefore, the Federal Government should encourage and assist State planning.

Second: That the Federal Government should encourage States to focus not only on the public sector, but all sectors of postsecondary education in State planning.

Third: That Federal categorical programs such as title I or the Education Information Center program which requires State planning, this planning should be related to comprehensive State planning and should not be carried out in isolation.

Then the final point that was emphasized in 1972 was that if the Federal Government wishes to encourage coordination among State agencies, the Federal Government should not dictate State structure but should encourage States to work out their own arrangements.

The changes in planning from 1972 to 1979 have been remarkable. Not all these have resulted from the 1202 commissions but the commissions clearly had an impact. From 1972 until today, the number of States with State agencies that are legislatively authorized to plan in relation to all postsecondary—not just to the public sector, but to the private sector as well—has increased significantly. In 1972, only 21 States had State agencies with statutory authority to include private nonprofit institutions in planning. Today that number has increased to 31.

The number of States with master plans in effect or under development has increased significantly. The content of those plans, rather than focusing only on the public sector, now usually covers all sectors of postsecondary education.

The activities of the 1202 commissions have been, to a large extent, aimed at reinforcing the basic emphasis of the 1202 commissions on broadening the scope of planning what you over 4 to 5 years ago see is a change from very general planning activities to policy studies and activities with clearly defined purposes. The emphasis has been more and more on master planning activities which are useful and of interest to the Federal Government.

The 1202 commissions have played a major role in providing better information to assist all those who make decisions about resource allocation in postsecondary education: students, parents, State policymakers.

As a whole there are three or four lessons from the 1202 experience that are relevant to the reauthorization of the Higher Education Act. The first is that a little Federal funding can go a long way to bring about significant changes provided that the issue the Federal Government is addressing is an important and salient issue at the State level. The issue of adult and continuing education, for example, is a critical issue at the State level and people are interested in dealing with it.

The second point is critical: More impact is achieved if the Federal initiative is linked to the State policy process. Small Federal grants given out without a relation to or in conflict with, the State policy process, will have little lasting impact.

The 12.1 million Federal dollars in this program since 1974 has had a major effect on the way millions of Federal, State, and private dollars have been spent because the 1202 commissions have influenced the State policy process.

A third important lesson is that Federal specification of structure is not an effective means to bring about constructive change. It often leads to debilitating political battles during implementation. The Federal Government should permit States to organize as they wish provided the substantive objectives of Federal laws are achieved.

Before summarizing our proposal, I would like to emphasize two points. First, it will be increasingly important for the Federal Government to support and reinforce comprehensive planning in the States. Planning is an activity which is not going to be easy to do in the 1980's. It is not only technically difficult to predict the future, but also people will not want to plan for a future which is likely to mean retrenchment and, in some instances, closing of institutions. As important as planning is, few institutions which fear what planning may predict are going to come before this committee and advocate increased State planning.

State legislators and other public officials, however, are increasingly recognizing that unless there is a need for a rational process to assist the transition in public policy toward postsecondary education in a period of declining enrollments and escalating costs.

The other point is related to money. My own feeling is that there isn't a need for a new categorical program. The 1202 commission provisions differ from categorical programs. The funding provided under section 1203 has, in fact, helped coordinate and make effective use of categorical funding under other programs. Funding levels in the neighborhood of $5 to $7 million for State planning would allow for the kind of quality activities that need to go on in the Federal interest but by and large these funds for planning do not and would not subsidize the activities of State agencies. These Federal funds under section 1203 are a very small proportion of the total budget of existing State agencies.

The basic proposal I outlined in my testimony is to change the 1202 commission provisions into what would be a general agreement between the Federal Government and every State. Rather than have the Federal Government say that each State must form an agency and set up a structure to qualify for Federal funds. The Federal Government would in effect say to each State, "Will you as a State, explain to us, as the Federal Government, how you wish to structure yourself in order to achieve certain substantive objectives?" The Federal Government would ask the State to organize itself but to demonstate to the Federal Government that the objectives are being achieved. Every State would have an individualized general agreement which would spell out who was going to do the planning in the State, give assurance that the full range of postsecondary education would be involved in the planning, and define which agencies would do what in the State.

For example, both in Pennsylvania and New York, there are separate student aid agencies. The functioning of those agencies should relate to comprehensive planning, but the Federal Government should leave to the State the responsibility to define that relationship.

The last part of the general agreement would relate to an every-3-year comprehensive evaluation of financing of postsecondary education. The State would agree to undertake that evaluation every 3 years in order that there be a comprehensive look both by the State and by the Federal Government as to how postsecondary education is being financed. Once the State enters into that agreement, I am suggesting the other provisions in titles I, VI, and VII, should be related to this in the form of supplemental agreements. Before a State could undertake a program such as title I for community service and continuing education, it would have to have a general agreement which would meet these basic requirements.

There is not very much money involved in these small State-related programs such as title I and Education Information Centers. They are costly to administer at both the Federal and State levels. It is important to bring them together and simplify them to increase the effectiveness of administration at the Federal and State levels. But most important, the regulations should be administered in a way that helps the States to structure the programs at State level.

As a final point, the 1202 commissions were never intended to furnish Federal money only to administer Federal programs. Have programs for State planning where you give States a little bit of money for this to develop a plan to send to Washington.

Involved here is a program intended to link Federal policy for postsecondary education with what is going on at the State level. The 1202 commissions are a means to accomplish a relationship between Federal and State policy.

Mr. PEYSER. Thank you for your comments. We will ask the panel to complete their comments and then the members will ask questions.

Since we have started, Congressman Biaggi of New York, one of the senior members of the Education and Labor Committee, has joined us, as has Mr. Ratchford of Connecticut.

Now, Dr. Harrison.

STATEMENT OF DOROTHY HARRISON, DEPUTY COMMISSIONER FOR HIGHER AND CONTINUING EDUCATION, NEW YORK STATE DEPARTMENT OF EDUCATION, ALBANY, N.Y., ACCOMPANIED BY ALISTAIR McKINNON

Dr. HARRISON. I am Dorothy Harrison, deputy commissioner for higher and professional education in the New York State Education Department. With me is Alistair McKinnon, who I believe is known to many of you.

My presentation is really a short form of the written testimony which has been submitted. I will focus on two basic principles. The first principle is that the governance and funding of postsecondary education are primarily the responsibility of the States and the major portion of funding is from State and local resources. In our department, 9 percent of the funds we use are Federal dollars, so largely the money is State money which is involved there. The second is that, although Federal law should establish public policy objectives which address national problems, the States should be authorized, within broad guidelines, to establish appropriate structures and procedures to plan and to carry out these objectives in the context of their own unique and diverse circumstances and organizational patterns. You can see I am going to be in complete agreement with my colleague, Mr. McGuinness.

In New York, the board of regents is the overall governing body for all levels of education, public and private, in the State. The State Education Department, in turn, serves as the administrative staff for the board of regents in carrying out its policies. We do have program authority and also policy authority.

Since 1961, long-range planning for postsecondary education in New York State has been guided by a statutory framework which assures a coordinated effort by the State's 250 degree-granting institutions and the State Education Department.

In their 1972 statewide plan, the regents set five broad goals to guide the long-term development of postsecondary education in New York State. These goals, since reaffirmed, are: freedom of access and freedom of choice; quality education; responsiveness to societal needs; and efficient use of resources. As we enter the 1980's and it becomes increasingly clear that the conditions facing postsecondary education will be significantly different from those of the preceding two decades, the regents are concerned that Federal and State assistance programs serving students fit together in coherent plans which will insure the broadest possible access and choice to postsecondary students.

I would like to direct my following comments first to the need for Federal-State planning coordination, and then to the importantly related area of financing postsecondary education. I also have prepared a number of specific suggestions for programmatic structure change which would enhance the coordinated planning and evaluation efforts needed.

New York's 1202 commission, the board of regents, has played a pivotal role in providing necessary coordination of Federal, State, and institutional programs in New York. The commission has developed a comprehensive plan for the improved coordination of resources and resource expansion to provide postsecondary educational opportunity for all who can benefit from further education. I would point to the differences we see from what we began in the master planning process in the sixties. In the sixties, you really had a period of incredible growth. We doubled the number of doctoral-granting institutions in the State during that decade. The picture of planning was largely governed by add-on, by new growth, and funds were available.

In the seventies, and increasingly in the eighties, we will see a different picture. We look to contracture and closure in some institutions; to a different pattern of attendance, where students will move from residential full-time patterns to commuter patterns that are much more conducive to a work-study pattern through a lifetime.

I would say in the absence of coordination of Federal and State planning, we could expect there would be a great deal of waste, duplication, and loss of service to students, particularly in the decade coming up.

Here again, I wish to point out the vital importance of preserving the State role in the coordinated planning and administration of title I programs, whatever the final form of the legislation, particularly as States advance into innovative areas of adult and community education programs. Appendix A is a list of 1979 grant awards made by New York State to institutions and groups under title I-A of the Higher Education Act. A large number of the grants awarded pertain to the vital linkage of education and work, an area which we must be able to coordinate with the efforts under CETA programs. It is, of course, important to allow for flexibility through the disbursement of some funds at the discretion of the U.S. Commissioner for multistate and regional programs, but it is equally important that the States have a role in the planning, administration, and coordination of even these funds in order to avoid duplication and confusion among both administrators and clients.

I point also to the Schools of Education Assistance Act, which would allow funds to flow directly to universities without provision for a State role in determining the need for programs involved. We are beginning a review of the doctoral programs at 12 institutions in New York State; it would be very disruptive to that process, which looks to need and quality of programs, not to have some coordination and some State participation in looking at education schools.

I recommend that the purpose and functions now carried out by 1202 commissions be retained in the law. I further recommend that an increased level of funding be made available to State postsecondary education commissions to assist them in expanding their comprehensive planning, monitoring, and coordinating activities within the States and with the Federal Government.

The goal of enhanced coordination would be more efficiently realized if the present Federal requirements for State planning in many areas of postsecondary education were interrelated and coordinated with comprehensive postsecondary planning at the State level. This speaks also to a duplication of data. We need to look at the cost burden as well as the time burden that data collection puts upon institutions, especially at a time when administrations are being trimmed down, when frequently the planning officer has additional responsibilities—in finance, for example.

We would support a simplified agreement between each State and the Federal Government.

Let me turn to financing. More students require support services of a remedial and counseling kind. It is really a problem when you look at the demographics for New York State, for example, where we expect that, although there will be an enrollment decline in the next decade, the percentage of students coming from economically disadvantaged homes will be much higher and the type of support services required for these people to be well served will raise the cost while the numbers decline.

In the context of diversity, it is particularly important to underline the idea that no plan for financing education can make sense if it fails to take sufficient account of State and regional differences.

The northeastern region of the United States has suffered from severe economic stress in recent years. With respect to the economy of New York State, there were 210,000 fewer jobs in the private sector in January 1978 than there were in January 1973. Our population decreased by approximately 300,000 between 1970 and 1977. Even with this net outflow of population, New York continues to serve a national purpose by functioning as the major point of entry for those population groups most likely to need a disproportionately high level of expenditures for education to bring them into the mainstream.

We have not shirked our responsibility to assist these populations. New York State contains 250 of the approximately 3,000 postsecondary institutions listed in the U.S. Office of Education

Directory. In 1978-79, those institutions enrolled almost a million students.

Even these statistics do not give a complete picture of the extent to which our students pursue programs in higher education, since New York State has traditionally been a major exporter of students. For 1975, this net out-migration amounted to about 60,000 undergraduate students.

In support of these programs, New York State's student financial aid programs for 1977-78 totaled $604.5 million, of which $220.5 million was for tuition assistance and $361.9 million was for loans. Scholarship and grant assistance was provided to over 400,000 students; over 208,000 student loans were approved. The scope and operation of these programs indicate clearly that New York State is committed to its share as a partner with the Federal Government in providing student financial assistance. But these figures, together with recognition that costs of attending college in New York State are among the highest in the Nation, document our position that, since student assistance is both a State and Federal responsibility, an adequate student aid system cannot be developed without an effective State-Federal-institutional partnership.

Let me say a few words on portability. I believe that States such as New York which tax themselves to provide nonportable programs to fulfill postsecondary responsibilities to their students should not be denied the opportunity to serve their residents as contractors in processing BEOG applications. Contracting would permit coordination of State and Federal programs leading to improvement in coordinated planning. Present law, however, permits only the few States which offer portable State awards to contract with the Office of Education to process applications. New York State's tuition assistance program—TAP—provided some $238.2 million to students in 1978-79. The average TAP award for 1978-79 is estimated to be approximately $700. The maximum is $1,800. As noted earlier, roughly 60,000 New York State residents enroll each year as undergraduates in out-of-State institutions. Allowing these students to take New York State TAP awards with them could add another $42 million, or almost 20 percent, to the demands on TAP, a prospect which can only be characterized as unreasonable and unwarranted. We believe that with 250 institutions in the mix of institutions we have, we do not restrict the opportunities which students have before them.

The last area I am going to speak about is accreditation and institutional eligibility.

Planning is directed toward optimizing the use of resources, Federal, State, and institutional. Other major purposes of planning are assuring program consistency and improving administrative efficiency. In the area of establishing institutional eligibility to participate in Federal programs, therefore, as in the other areas covered by the Higher Education Act, a single coordinated approach is preferable to a piecemeal one.

The need for a closer Federal-State partnership in evaluating the quality of postsecondary institutions, the adequacy of institutional practices and procedures, and institutional eligibility for participation in various Federal programs is one that has grown rapidly in the past few years. Such a partnership is essential to assure that all institutions participating in Federal programs meet Federal eligibility standards and operate programs in accordance with public policy. It is increasingly important that any system of establishing eligibility take cognizance of the consumer-related actions, probity, and ethical behavior of the institutions being evaluated.

To be eligible for Federal postsecondary assistance, institutions currently must be accredited by an accrediting agency recognized by the U.S. Commissioner of Education or meet one of the other criteria for eligibility. The regents believe that an alternative determination process should be considered. That alternative would make available stronger assurances about institutional quality and integrity in determining eligibility to enable students in both traditional and legitimate nontraditional programs to participate in Federal programs. The alternative system would reduce pressures for mandatory accreditation by voluntary agencies and create a better determination mechanism than the present option of transfer credits.

We recommend that an appropriate State agency be designated in each State as a federally recognized approving agency to approve postsecondary educational institutions and eligible vocational institutions, or the programs of such institutions. Decisions of the agency would be relied upon by Federal officers and agencies in connection with participation in any program of Federal assistance to postsecondary or vocational educational institutions or their students.

Each State would designate an existing State agency or commission, such as a 1202 commission, to be the federally recognized approving agency for this purpose in the State. The U.S. Commissioner of Education would promulgate criteria for recognition as a reliable authority as to the quality of education or training offered and as to the integrity of the institution or program, of the agency or commission designated by each State.

In addition, the U.S. Commissioner should be authorized to make grants to any designated State agency or commission which is recognized or provisionally recognized to assist it in carrying out its duties.

In the last two decades, the Federal role in assisting State and local educational agencies and postsecondary institutions has grown significantly. The significance of this Federal role, in turn, makes it all the more important that the solutions to problems to be addressed by the 96th Congress, solutions which will shape postsecondary education programs well into the 1980's, take full recognition of the relationship between State planning and Federal policy.

Our brochure, "Federal Legislation and Education in New York State," is an example of what a coordinated statewide planning process can produce.

Mr. Peyser. Next, we will hear from Douglas Smith.

STATEMENT OF DOUGLAS SMITH, SPECIAL ASSISTANT, OFFICE OF THE GOVERNOR, LANSING, MICH.

Mr. Smith. I am pleased to share with you several concerns on this act. I do serve as the adviser to Governor Milliken. I would

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like to join in strong support of the ECS proposal for section 1202 and 1203 on behalf of the NGA and the Governor.

I apologize for the unpolished copy of the NGA position statement that is before you. It is very consistent with the ECS position. I would like to quote one sentence from the second-to-the-last dot in the resolution that was passed. It simply states that NGA would support changes in the amendment "to allow the Federal Government to enter into a general agreement with each State that fulfills the need for State accountability in the use of Federal funds for comprehensive postsecondary planning."

Again, I emphasize, I think that position is consistent with both my colleagues in their discussions.

I would like to share with you now a few comments on the Michigan experience as you make your deliberations on this and other sections of the reauthorization.

There are basically three things that I think the experience in Michigan says very clearly.

One is, and it should not be underestimated, that statewide comprehensive planning is an important issue as far as the States are concerned and it is needed; second, the Federal Government has played an important and helpful role in comprehensive planning; and third, the Federal Government has an interest in developing a partnership with the States in comprehensive statewide planning.

Michigan is probably an example of where it is most evident that statewide planning is most needed. We have had the luxury or better, the mixed blessing, of an autonomous system of higher education which has had great diversity in its proprietary, public, and private institutions, and in the diversity and quality of programs. But this autonomy, as I indicated, has been a mixed blessing. It helped us to provide an outstanding system of education, but we are facing a period of declining enrollment. In Michigan, we will have probably 20 percent fewer students enrolled in our 4-year, 2-year public and private institutions 10 years from now. That will be a major decline in the students being served.

Second, we have limited resources. We have more and more demands for public funds. As Aims indicated to you, the only way comprehensive planning can be effective is if we take all those sectors of higher education and try to work together. We have attempted in the past in Michigan to develop a system of cooperation and planning in higher education and very honestly, we failed to develop a very good system of planning and cooperation. I think it is becoming, in our State at least, a point of crisis over the next 15 months. The Governor has just appointed a capital outlays investment committee to advise him on the issue of capital investment in higher education. The reason for it is very clear. We have declining enrollment and yet sitting on the Governor's desk are appropriations or requests for almost a half billion dollars for expansions of facilities in higher education. It is because of that kind of inconsistency that we need to sit down and develop a forum and talk about where we are going in higher education.

We are now considering and developing regional conferences throughout the State and trying to develop four or five regional committees for discussions on the operation of the institutions as well as for capital investment and expansion. We are considering the kind of facilities available in all sectors of education. As all of you know, a number of the elementary and secondary schools have closed. It is not in the best interest of public dollars or public policy to ignore the fact those facilities need to be part of our planning.

In Michigan the Governor has gone out in front in support of creating a State board of higher education. At this time there is constitutional authority given to the State board of education. It handles both elementary, secondary, and higher education. The State board of education has had little effect or impact on higher education in our State. The Governor's attempt to create a separate State board for higher education has been unsuccessful.

I think there is general agreement among the Governor's office, the legislature, and throughout the institutions that we need some better statewide planning in higher education. We have had four major studies in the last 5 years in looking at the available programs, and we have had a number of suggestions that have come out of those. We have been unsuccessful in implementing those studies.

Finally, as we look at the existing system today, we have three sectors that need to be involved. All must be combined in what I think will be a challenging system of cooperation, and we have not been able to develop the final design of that cooperation. We need to involve all of the institutions; we need to involve the appropriations process, which is a major process which involves the executive office, the legislature, and the legislative leadership, and we need to involve the statewide educational associations.

We have turned to the informal process for the planning and direction we need for that planning. In addition to that, we have a number of very effective statewide associations. All of these groups need to be involved in that cooperation. We do not have a single structure that will provide the comprehensive planning that we need. The autonomy in the past needs to be replaced with a better sense of cooperation. Statewide planning is a critical issue.

The second point I would like to make is that the Federal Government has played a very constructive role. The 1202 designation, while it rests with the State board of education, may well need to be replaced.

In your desire in the Federal legislation to identify the need for comprehensive planning involving all sectors has been a very positive step. Secondly, of course, the Federal funding has been of substantial help to the State in providing access to all States. The Federal Government has played an important and helpful role.

Third and finally, the Federal Government has an interest in trying to form the partnership for better statewide planning. From Congress attempt and I think justifiably emphasis on budgeting, you understand that comprehensive planning at the very least means intelligent understanding of the full set of resources being expended in an area.

In this case, if we are to have comprehensive planning, we have to be aware of all the resources available and plan and make the most effective use of these resources. In higher education, I believe unless we have comprehensive planning we will have unhealthy competition for students, as students become fewer, as limited dollars become a reality and it will be exaggerated if the Federal Government goes in and deals directly with each institution without a requirement for State comprehensive planning.

That competition today could be destructive to higher education itself.

So, put simply, the NGA and the Governor of Michigan supports this committee's looking into the amendments for section 1202, where the Federal Government identifies the objectives they have in fulfilling some of the needs and obligations they have and develop some flexibility for States to adjust to meet those objectives as we are seeking now, to get working agreements with the Federal Government and the State.

We are asking for that flexibility to work together with you on comprehensive planning. It is at a critical stage, at least in Michigan's experience. We need to work cooperatively if we are to preserve what I think is an outstanding system of education not only in Michigan, but nationwide.

Mr. **Peyser**. Thank you all for comprehensive statements, both prepared and those you have just delivered, and I also want to call to your attention the fact that the room may seem a little warm is our contribution to the energy crisis at this point because we are now operating at 78 degrees. You can get a little idea of what that means.

At this time I would like to call on Congressman Biaggi.

Mr. **Biaggi**. Is there any opposition to the suggestion you seem to be unanimous in, with relation to including the States in overall planning, and if so, where is it?

Dr. **Harrison**. No.

Mr. **Smith**. I think if you hear of any, it may be from individual institutions who have competed very successfully for Federal dollars in the past and may have to share some of those. I think even in our State, they realize we need to cooperate and are generally cooperative.

Mr. **Peyser**. Mr. Ratchford.

Mr. **Ratchford**. I would like to direct my questions to Mr. McGuinness, but others may choose to join in.

I would like to follow up on the question of Congressman Biaggi.

Obviously you express a strong concern for fragmentation. Is this a common concern among the 50 States as it relates to the planning function?

Mr. **McGuinness**. Yes, it is of concern, particularly in relationship to the impact of Federal programs, and increasingly so.

In 1972, when the conference committee put together the 1202 commission provisions, the decision was made that politically it was difficult to mandate all those, that several separate Federal programs be merged into one State agency. In several States, there was one planning for the State and another agency doing planning for the Federal Government and there was no relationship between the two.

Mr. **Ratchford**. As you know, I come from the State of Connecticut, and spent a number of years in our State legislature. Every time Connecticut talks about centralized planning you can feel a shock wave go through the entire system as the constituent units react to the prospect of a newer centralized board.

Do you not see that same type of reaction with a mandate for centralized planning?

Mr. McGuinness. As you know Connecticut just replaced the Commission for Higher Education with a board of higher education in Connecticut. The reasons for that change were from within Connecticut and the 1202 commission provisions played no role in that process. There is obviously a concern of institutions regarding an increased role of States, but, Mr. Ratchford, the trend to establish State higher education agencies occurred in the period from 1965 to 1972. It was in that period that States developed their statewide coordinating bodies. Since that time, the changes—I have listed in my testimony six States that have changed their structures since 1972—have essentially been minor refinements.

It seems to me institutions today are finding it to their advantage to be involved in some kind of statewide planning process. The alternative is for institutions to fight it out among themselves directly with the legislature. Those with the votes will win. Several of the types of institutions brought into the planning since 1972 because of the 1202 commissions are likely to lose in this kind of process because they do not have the political clout.

So, yes, there is a resistance to centralized control. But 1202 commissions have not played a role in accelerating the trend toward that control. There are a lot of reasons why in the 1980's those institutions will find it important to encourage statewide planning. Without such planning many institutions will lose out in the process because of the destructive competition involved.

Mr. Smith. Mr. Chairman, Mr. Ratchford, that is a really important question for this reason: when I look at some of the discussions going on in our States and other States as to the previous mechanisms and what we need for the future, we have to remember we are in a different ball park. I am less easily swayed by the fact that because it has not worked in the past is a good indicator of its usefulness for the future. Some of the coordination and planning groups have not worked because individual institutions could go off on their own. That ball game has changed and they are being dragged into the realization that in the next 10 years, higher education will have a very difficult time. With greater competition, everybody could lose. Some of those coordinating boards will be necessary because of the past tradition of the education in the respective States. I think more and more of the governing boards are realizing that structuring coordination is good for the future.

Second, I think it is becoming more and more evident, when you go out to the general public in polls, the support is not there for higher education and it will be a leadership issue. They will be competing with other popular issues such as public health when they try for new funds. I think as to cooperation in the future, there has been a concern over the structure. We do not want in our State a central governance structure, but we have to be creative and inventive for finding a mechanism that does have some limited authority making decisions when you talk about expansion of facilities.

Mr. Ratchford. I support the approach of coordination and a more effective centralized planning role, but I am afraid this may simply become a rationalization for budget reductions in light of proposition 13. Then we will cut funding.

Dr. HARRISON. We have a program authority in New York which really is much stronger than the other States'. Our position and the institutions' positions are that yes, there are going to be cuts.

They would rather they have some input through us as a coordinating agency. What we do with the $170,000 of Federal dollars that come for planning is we look at issues such as student demand institutional drawing power. Each of the institutions is interested in such issues; what it can do, where it is in terms of attracting a student, what program changes might shift its position.

So, by being the instrument that does those studies, that looks at the common concerns of the institutions and says, "Here is how you can plan better; come, we will do a workshop for all of you," we, I think, gain their confidence and we build a kind of consensus in this area for priorities so that when cuts come, there has been participation and planning. Otherwise, we are not going to avoid the cuts by not doing planning and you have no effective voice in what will be a difficult budget process.

Mr. RATCHFORD. Let me narrow my focus, and then I will yield back.

I have been especially concerned with the nontraditional student, and I have introduced legislation in this area referring to lifelong learning. I am concerned that, under the current title I of the Higher Education Act, our approach to the nontraditional student—the retiree, the worker in the UAW plant in Michigan, the person pursuing a new career, the housewife going back to college after raising a family—has no focus and has been seriously fragmented.

There has been no followup and the funding has been inadequate.

Do you feel that if we end up with an overall centralized planning mechanism at either the Federal or State level, we face the danger of further narrowing the opportunity for the nontraditional students?

Dr. HARRISON. Quite the opposite. The only way we can be sure that the students that are going to be served are served is through a consolidated program.

If you look at our recommendations, and if you look at the record, such as under the opportunity programs—look at them for a minute.

There is tremendous duplication between the opportunity programs for students seeking college discovery that we have in New York State and TRIO programs, the Federal programs, so that some students are being served twice. Some students are not being served at all.

The same thing goes for an uncoordinated approach at the State and Federal levels for lifelong learning and continuing education.

You have to really have a way of looking at all the students by region, by age group, so that you can see where the target should be aimed.

That is our concern.

Mr. RATCHFORD. Any further reaction?

Mr. McGUINNESS. I have a different kind of reaction, and the word isn't coordination. It's a question of where you are going to use the limited amount of money that you are going to appropriate for that program and how you are going to reach more students.

The need to serve adults in continuing education is the major issue. It's of major political interest at the State level.

If the Federal programs tie into the existing State planning process, a few Federal dollars can have a major effect on how the States go about reaching new populations.

If you look at the summaries of activities undertaken with funding under section 1203, in State after State, you will see that a lot of States are faced with the fact that a number of institutions competing with each other to offer courses which may make money but which don't necessarily serve the needs of adult learners.

You need some coordination to avoid 15 institutions serving the same area with the same courses.

Politically, it's a good thing for States to be doing and for you to be doing, and if the Federal Government works closely with the State policy process effective use can be made of the Federal funding available for the program. There is unlikely to be substantially increased funding for title I, but I think that by working with the States on this level of funding you will get a tremendous change over time. It will be very similar to the increase in State involvement of proprietary institutions and independent institutions in planning that occurred since 1972 as a result of limited funding under section 1203.

If the Federal Government just gives out bits and pieces of funding without regard to State policy, the Federal funding will evaporate somewhere, and in 2 or 3 years you will come back and nothing will have happened.

Mr. SMITH. Mr. Ratchford, Michigan just doubled its money for community education. The problem we are having in that area, we generate dollars in higher education based on student credit hours, and we have to find a better way to acknowledge all of the functions of higher education, including that nontraditional student that will not fit the mold of the bachelor degree of the degree granting institutions. To say to a community college, everyone has to be enrolled in courses that are leading toward a degree, is unrealistic to the students that are being served.

The secondary schools are involved in meeting that market, the community colleges and the 4-year institutions, and we need to sit down and get all three of them together.

The increase in expenditures for advertising for those programs and competing with other public institutions is probably astronomical in our State.

The number of brochures I get from the 2-year and 4-year colleges is mind-boggling. By redistricting the community colleges, we need to make sure everyone has access to a community college in our State and make sure there is a district community college within accessible distance of travel and try to carve out a role of who has responsibility for a better continuing education when a population isn't fulfilled.

We have to start somewhere and make those definitions, and that is what it can lead to.

One other comment about the general resources in higher education, Michigan is in a situation where we passed a tax limitation proposal. As part of that, they froze the part of the State budget that can be used for State programs, and that which goes for State expenditures for local programs.

Forty-two percent of our budget goes to State expenditures for local programs, the revenue sharing, transportation, community colleges.

The top part of the pie, if you will, is now frozen. The portion of the budget used for State programs includes higher education as one of those. They are now competing in a smaller pool and that pool includes mental health, corrections, all of the tough ones, like social services.

We are going to have trouble as far as dollars are concerned. We are going to have to coordinate. They are in a different ballgame, as far as fighting for available dollars.

We probably are overbuilt and have too many institutions, and if you look at the number of dollars going into higher education and the need for research into higher education, I would caution you to look at the issue too of consolidation of institutions not as necessarily being a reduction in available dollars for higher education but an effort to try to make use of the available dollars that we have and maybe overbuilding from the past and not looking at the projections of the future.

Mr. RATCHFORD. Thank you.

I yield back my time.

Mr. PEYSER. Thank you, and I thank the panel for a very informative discussion at this time.

We thank you.

Our Chairman, Mr. Ford, has just arrived.

I don't know whether you would have anything you would like to raise to the panel.

We thank you very much, and we would like to call our next witness, Mr. John Phillips, president of the National Association of Independent Colleges and Universities.

Mr. FORD. Without objection, the prepared testimony presented on behalf of National Association of Independent Colleges and Universities by Mr. Phillips will be inserted in full at this point in the record.

[The prepared statement of Mr. Phillips follows:]

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STATEMENT BEFORE THE
HOUSE SUBCOMMITTEE ON POSTSECONDARY EDUCATION
JULY 12, 1979

By
John D. Phillips
President
of the
National Association of Independent Colleges and Universities

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Mr. Chairman and Members of the Subcommittee:

My name is John Phillips. I am president and chief executive officer of the National Association of Independent Colleges and Universities. NAICU endeavors to serve as the unified national voice of independent higher education, and the legislative proposals I am presenting today reflect a broad consensus among the 800 colleges and universities, 42 state associations, and 26 national, regional and special purpose associations which comprise the NAICU membership.

We are especially grateful for today's opportunity to focus attention on the General Provisions contained in Title XII of the Higher Education Act because, in our view, Title XII provides the most appropriate avenue within the current statute for legislative repairs: (1) to encourage simplicity and coherence in the operation of those federal programs which provide the principal "capacity-building" assistance to higher education, (2) to discourage unwarranted and improper regulation of higher education by the federal government, and (3) to assure that such rules and regulations as may be applied to higher education do properly and accurately reflect Congressional legislative intent.

(1) Simplicity of Program Operations

As indicated in previous testimony before this Subcommittee, NAICU strongly supports the primary federal focus on financial assistance that helps students and tax policies that encourage charitable contributions. But we also recognize an indispensable need for some federal support of higher educational institutions -- and especially for categorical/institutional assistance which helps higher educational institutions in building and maintaining their capacity to meet the learning needs of increasingly diverse student populations which are gaining financial accessibility to their chosen higher educational study programs largely through the expansion of coverage provided by need-based federal student assistance.

One of the new sections which NAICU proposes for addition to Title XII would explicitly recognize this indispensable need for "capacity-building" assistance on a continuing basis -- with particular reference to currently authorized support for construction and renovation of academic facilities, student special services, developing institutions, community services, continuing education, and lifelong learning. In addition, the new section which NAICU proposes would direct the U.S. Commissioner of Education to develop a comprehensive plan to meet the need for such "capacity-building" assistance, and to coordinate these and other existing programs in an overall strategy to meet those needs. And finally, the new section would direct the U.S. Commissioner to provide an integrated application form for use by higher educational institutions in applying for direct assistance in any one or more of these "capacity-building" categorical programs.

I should hasten to point out that we are not proposing any program consolidations. What we are proposing is a consolidated application form, to replace the current array of disparate and confusing program materials, and to encourage both institutions filing applications and government officers reviewing them to think coherently about comprehensive capacity-building strategies. We have used a consolidated application/review system in the student aid field for many years, and it seems to us that it makes no more sense to undertake student special services programs in isolation from academic, administrative and facilities programs than it would to program Guaranteed Student Loans in isolation from Basic Grants and other student aid resources.

We believe these proposals, if adopted, would assist greatly in achieving simplicity and coherence in the operation of the capacity-building federal programs, and we commend these proposals to the attention of the Subcommittee.

(2) Deregulation of Higher Education

The matter of intrusive government regulation is, and will continue to be, a matter of deep concern throughout the higher education community, and particularly in independent higher education. NAICU recognizes and supports the need for higher education leadership and governmental initiatives to achieve urgent social purposes, and our actions in helping to organize and sustain such initiatives as the HEATH project to bring about constructive and responsible actions to comply with Section 504 of the Vocational Rehabilitation Act speak louder than volumes of testimony on our firm commitment to achieve such urgent social purposes.

At the same time, however, recent experience with heavy-handed administrative initiatives -- such as the imposition of heavy new burdens on higher education institutions for the validation of information concerning Basic Grant applicants and the promulgation of highly questionable rules concerning audits, financial responsibility, and administrative capabilities of higher educational institutions -- have persuaded the NAICU membership that the new higher education legislation should contain within it some specific statutory protections against unwarranted and improper government regulation of higher education.

Such statutory protection already is included in Section 432 of the General Education Provisions Act, as amended, and we believe its standing as an operative statutory force in stemming the tide of government regulation would be enhanced considerably if it could be incorporated into Title XII of the Higher Education Act.

The specific language from GEPA, Section 432, reads as follows: "No provision of any applicable program shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution..."

NAICU further proposes to accompany the incorporation of this language into the Higher Education Act with a statutory requirement that the Secretary provide the Congress with summary reports of all comments filed in response to Notices of Proposed Rulemaking which allege violations of this fundamental statutory protection. And finally, NAICU proposes to complete this additional section of Title XII with statutory language to strengthen the "due process" guarantees against the presumption of guilt on the part of higher educational institutions in administrative or judicial hearings arising from alleged violations of federal regulations, and to authorize the awarding of costs associated with such hearings, including reasonable attorney fees, to the institution if it should prevail in such a hearing.

Taken together, we believe the several provisions of this proposed new section in Title XII of the Higher Education Act, if adopted, will serve effectively to discourage unwarranted and improper regulation of higher education, and we commend these proposals to the attention of the Subcommittee.

(3) Congressional Review of Regulations

As a separate but closely related matter, NAICU also proposes the addition of a third new section in Title XII, which would address the need for regular congressional review and assessment of all rules and regulations applied to higher educational institutions. Specifically, our proposal would require that the Secretary provide to the Congress, on or before June

30 of alternate years beginning in 1981, a report on the promulgation and administration of regulations implementing programs authorized under the Higher Education Act. This biennial report would be required to describe the legislative basis for each regulation promulgated, a description of major alternatives to the regulation issued and the reasons for selection of the chosen regulation, and an assessment of the impact of the regulation -- not only in economic cost-benefit terms, but also in terms of its impact on institutional structure, management, and function, with particular regard to its impact upon the autonomy traditionally accorded to higher educational institutions.

We believe this addition to Title XII of the Higher Education Act would provide a relatively simple mechanism to assure regular Congressional review of rules and regulations applied to higher education, and commend it to the attention of the Subcommittee.

This concludes my formal testimony concerning NAICU's specific legislative proposals in connection with Title XII. However, with your permission, I would like to extend these remarks to reflect briefly on two existing sections of Title XII -- namely, the State Postsecondary Education Commissions authorized under Section 1202, and the comprehensive statewide planning grants authorized under Section 1203.

NAICU previously has stated its support for full participation by independent higher education in such coordinating mechanisms as the State Postsecondary Education Commissions. But my interest here is primarily personal, dating back to the 1972-76 period when I was directly involved with implementation of the Commissions program as an employee of the U.S. Office of Education.

Thinking back to those years -- and all the hue and cry that surrounded the formation of the 1202 Commissions -- it strikes me that their record is neither as bad or as good as various observers feared or hoped back in 1972. It also strikes me that the Commissions program has scored at least one virtually unique accomplishment during these last six years -- namely, succeeding in carrying out a federal legislative purpose and accounting for the expenditure of federal funds in support of that federal purpose without *any* federal regulations. Indeed, when I ply through the endlessly expanding pages of the *Federal Register* and run across the complete set of program regulations for the Commissions program and note that they fill *less than one page* in the *Federal Register* -- I find myself looking forward with anticipation to the day when this precedent might be duplicated in other federal programs.

Further, when we pause to note that all but two states have established 1202 Commissions and have begun to participate in the comprehensive planning program authorized under Section 1203, it would appear that the original intention of this legislation -- to build a framework for federal-state cooperation in higher education -- has taken root and is beginning to flourish. Informed observers can honestly disagree as to whether or not the flourishing of these State Commissions really is a good thing, but the summary of planning activities carried out by these Commissions by 1978-79 includes a number of encouraging developments from the perspective of independent higher education.

By the same token, a study recently undertaken by our companion organization, the National Institute of Independent Colleges and Universities, indicates that much more effort will be required in most states before the independent sector will participate completely and effectively in statewide planning and coordination activities, and that continuing vigilance will be required to make certain that the same sort of intrusiveness about which we are so deeply concerned at the federal level does not become as severe a problem at the state level.

But despite these continuing concerns, the record of the State Commissions program is, with few exceptions, quite encouraging from the standpoint of independent higher education, and I would hope that the new legislation would extend the authorities contained in Sections 1202 and 1203 as a continuing encouragement of the state-federal partnership in higher education.

This concludes my testimony. Let me thank you again for the opportunity to testify this morning, and for your continuing leadership in assuring that the federal commitment to higher education is updated to reflect current student and institutional needs. I would be happy to respond to any questions the Chairman or Members of the Subcommittee may have for me at this time.

Mr. FORD. You may proceed to comment on your statement and add to it or highlight it, as you see fit.

STATEMENT OF JOHN PHILLIPS, PRESIDENT, NATIONAL ASSOCIATION OF INDEPENDENT COLLEGES AND UNIVERSITIES, WASHINGTON, D.C.

Mr. PHILLIPS. Mr. Chairman and Mr. Ratchford, my name is John Phillips.

I am president and chief executive officer of the National Association of Independent Colleges and Universities.

NAICU endeavors to serve as the unified national voice of independent higher education, and the legislative proposals I am presenting today reflect a broad consensus among the 800 colleges and universities, 42 State associations, and 26 national, regional, and special purpose associations which comprise the NAICU membership.

We are especially grateful for today's opportunity to focus attention on the general provisions contained in title XII of the Higher Education Act because, in our view, title XII provides the most appropriate avenue within the current statute for legislative repairs: One, to encourage simplicity and coherence in the operation of those Federal programs which provide the principal capacity-building assistance to higher education; two, to discourage unwarranted and improper regulation of higher education by the Federal Government, and three, to assure that such rules and regulations as may be applied to higher education do properly and accurately reflect congressional legislative intent.

I would like to take these three areas in order and briefly summarize our proposals.

One, as indicated in previous testimony before this subcommittee, NAICU strongly supports the primary Federal focus on financial assistance that helps students and tax policies that encourage charitable contributions.

We also, however, recognize an indispensable need for some Federal support of higher educational institutions, and especially for categorical/institutional assistance which helps higher educational institutions in building and maintaining their capacity to meet the learning needs of increasingly diverse student populations which are gaining financial accessibility to their chosen higher educational study programs largely through the expansion of coverage provided by need-based Federal student assistance.

The first of the three new sections which NAICU proposes for addition to title XII would explicitly recognize this indispensable need for capacity-building assistance on a continuing basis, with particular reference to currently authorized support for construction and renovation of academic facilities, student special services, developing institutions, community services, continuing education, and lifelong learning.

In addition, the new section which NAICU proposes would direct the U.S. Commissioner of Education—I guess one could say today the Secretary of Education—to develop a comprehensive plan to meet the need for such capacity-building assistance, and to coordinate these and other existing programs in an overall strategy to meet those needs.

And finally, the new section would direct the U.S. Commissioner to provide an integrated application form for use by higher educational institutions in applying for direct assistance in any one or more of these capacity-building categorical programs.

I want to hasten to point out that we are not proposing any program consolidations. What we are proposing is a consolidated application form to replace the current array of disparate and confusing program materials, and to encourage both institutions filing applications and Government officers reviewing them to think coherently about comprehensive capacity-building strategies.

We have used a consolidated application-review system in the student aid field for many years, and it seems to us that it makes no more sense to undertake student special services program in isolation from academic, administrative, and facilities programs than it would be to program guaranteed student loans in isolation from basic grants and other aid resources.

We believe these proposals, if adopted, would assist greatly in achieving simplicity and coherence in the operation of the capacity-building Federal programs, and we commend them to your attention.

The matter of intrusive Government regulation is, and will continue to be, a matter of deep concern throughout the higher education community, and particularly in independent higher education.

NAICU recognizes and supports the need for higher education leadership and governmental initiatives to achieve urgent social purposes, and our actions in helping to organize and sustain such initiatives as the higher education of handicapped and our actions in helping to organize and sustain such initiatives as HEATH to bring about constructive and responsible actions to comply with section 504 of the Vocational Rehabilitation Act speak louder than volumes of testimony on our firm commitment to achieve such urgent social purposes.

At the same time, however, recent experience with heavy-handed administrative initiatives, such as last summer's imposition of heavy new burdens on higher educational institutions for the validation of information concerning basic grant applicants, and the promulgation of highly questionable rules concerning audits, financial responsibility, and administrative capabilities of higher educational institutions, have persuaded the NAICU membership that the new higher education legislation should contain within it some specific statutory protections against unwarranted and improper Government regulation of higher education.

Such statutory protection already is included in section 432 of the General Education Provisions Act, as amended, and we believe its standing as an operative statutory force in stemming the tide of Government regulation would be enhanced considerably if it could be incorporated into title XII of the Higher Education Act.

The specific language from GEPA, section 432, reads as follows:

> No provision of any applicable program shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution.

NAICU further proposes to accompany the incorporation of this language into the Higher Education Act with a statutory requirement that the Secretary provide the Congress with summary reports of all comments filed in response to Notices of Proposed Rulemaking which allege violations of this fundamental statutory protection.

And, finally, NAICU proposes to complete this additional section of title XII with statutory language to strengthen the due process guarantees against the presumption of guilt on the part of higher educational institutions in administrative or judicial hearings arising from alleged violations of Federal regulations, and to authorize the awarding of costs associated with such hearings, including reasonable attorney fees, to the institution if it should prevail in such a hearing.

Taken together, we believe the several provisions of this proposed new section in title XII would serve effectively to discourage unwarranted and improper regulation of higher education, and we commend these proposals to the attention of the subcommittee.

Three, as a separate but closely related matter, NAICU also proposes the addition of a third new section in title XII, which would address the need for regular congressional review and assessment of all rules and regulations applied to higher educational institutions.

Specifically, our proposal would require that the Secretary provide to the Congress, on or before June 30 of alternate years beginning in 1981, a report on the promulgation and administration of regulations implementing programs authorized under the Higher Education Act.

This biennial report would be required to describe the legislative basis for each regulation promulgated, a description of major alternatives to the regulation issued and the reasons for selection of the chosen regulation, and an assessment of the impact of the regulation, not only in economic cost-benefit terms, but also in terms of its impact on institutional structure, management, and function, with particular regard to its impact upon the autonomy traditionally accorded to higher educational institutions.

We believe this addition to title XII of the Higher Education Act would provide a relatively simple mechanism to assure regular congressional review of rules and regulations applied to higher education. We commend it to your attention.

This concludes my formal testimony concerning NAICU's specific legislative proposals in connection with title XII.

However, with your permission, I would like to extend my remarks to reflect briefly on two existing sections of title XII—the State planning commissioner authorized in section 1202 and the comprehensive statewide planning program authorized in section 1203.

NAICU previously has stated its support for full participation by independent higher education in such coordinating mechanism as the State Postsecondary Education Commissions under section 1202. But my interest is primarily personal, dating back to the 1972-76 period when I was directly involved with implementation of the State commissions program as an employee of the U.S. Office of Education.

Thinking back to those years—and all the hue and cry that surrounded the formation of the 1202 commissions—it strikes me that their record is neither as bad nor as good as various observers feared or hoped back in 1972.

It also strikes me that the State commissions program has scored at least one virtually unique accomplishment during these last 6 years—namely, succeeding in carrying out a Federal legislative purpose and accounting for the expenditure of Federal funds in support of that purpose without any Federal regulations.

Indeed, when I ply through the endlessly expanding pages of the Federal Register and run across the complete set of program guidelines for the commissions program, and note that they fill less than one page in the Federal Register, I find myself looking forward with anticipation to the day when this precedent might be duplicated in other Federal programs.

Further, when we pause to note that all but two States have established 1202 commissions and have begun to participate in the comprehensive planning program authorized under section 1203, it would appear that the original intention of this legislation, to build a framework for State-Federal cooperation in higher education, has taken root and is beginning to flourish.

Informed observers can honestly disagree as to whether or not the flourishing of these State commissions really is a good thing, but the summary of planning activities carried out by these commissions in the current year includes a number of encouraging developments from the perspective of independent higher education.

By the same token, a study recently undertaken by our companion organization, the National Institute of Independent Colleges and Universities (NIICU), indicates that much more effort will be required in most States before the independent sector will participate completely and effectively in statewide planning and coordination activities, and that continuing vigilance will be required to make certain the same sort of intrusiveness about which we are so deeply concerned at the Federal level does not become as severe a problem at the State level.

Despite these continuing concerns, the record of the State commissions program is, with few exceptions, quite encouraging from the standpoint of independent higher education, and I surely hope that the new legislation will extend the authorities contained in sections 1202 and 1203 as a continuing encouragement of the State-Federal partnership in higher education.

This concludes my testimony. Let me thank you again for the opportunity to testify this morning and for your continuing leadership in assuring that the Federal commitment to higher education is updated to reflect current student and institutional needs.

I would be happy to respond to any questions the chairman or members of the subcommittee may have at this time.

Mr. FORD. Thank you very much.

I have no questions, except an observation that your proposal with respect to regulations might discourage further growth of the bureaucracy on the other end of the street, but it would certainly increase the bureaucracy on this committee.

You would have us undertaking a very substantial obligation here to examine each and every regulation that is coming along.

In effect, we do that now by review of regulations, as they are promulgated.

How would this differ from the present procedure?

Mr. PHILLIPS. The intent here is to set out some guidelines for what the administration, or Secretary of Education in this case, would be required to provide as a matter of course for your review.

Regulations now are sent to you, and there is a 30-day period in which you can decide whether you wish to let those regulations go into effect, but there is no requirement to advise you of the issues raised by the clients in the field as to whether or not the regulation really is violating the basic statutory protection against intrusiveness.

The only way that can be done is if people come to you directly. To be very honest, the whole procedure on Notices of Proposed Rulemaking has, we fear, become something of a mockery.

The NPRM's are prepared, printed, and published, and comments are called for. Comments are received, but very often without any necessary response to those comments the final rule is published.

We are trying to suggest that there are statutory limitations on the powers of the executive branch which ought to be clearly understood, to which the people affected by the regulations should have an opportunity to respond. But in addition, those responses should be summarized and given to the Congress as a matter of course.

Mr. FORD. In other words, you would have them do what they do now in submitting a proposed regulation, but follow it up with a summary of the comment that was received in response to the notice?

Mr. PHILLIPS. A summary of the comments and, particularly, those comments which allege a violation of the basic statutory protection against improper regulation.

It seems to us that good men and good women can differ on what is the right way of going about achieving accountability for funds, but if a commentary is received which says, in effect, that the executive really is reaching deeply into the internal affairs of an institution and adversely affecting our capacity to carry out our academic program, then the executive has a responsibility to at least notify you that such comment has been received so you at least can know about it and be in a position to respond to it.

Our third proposal is just to assume that, once every several years, we can get a summation of what the problems are in higher education that we could all look at it together.

Mr. **Ford**. Mr. Peyser?

Mr. **Peyser**. Thank you, Mr. Chairman.

Mr. Phillips, I wondered briefly in the statement made previously on the 1202, Commissions have the coordination and the combining of the operation, how do the independent colleges view that?

Mr. **Phillips**. Well, I think on balance, the independent sector has been encouraged by the development of the 1202 Commissions in the last few years.

Frankly, it has provided the medium in which we could have a seat at the table and an opportunity to participate in the planning process which very often previously took place without even an awareness of the resources available from the independent sector, and that is a plus.

There are exceptions, and we run into situations occasionally where it would appear that the State commissions are operating in ways which would seem to be disadvantageous to our interests. That is not a condemnation of the program or the Federal authority, and we are working out matters at the State level.

My own feeling is that the proposals you heard this morning, particularly the very professional piece of work that Mr. McGuinness delivered to you, have a good deal to commend them, and I particularly like the notion of the general agreement between the States and the Federal Government to carry out a variety of functions under the 1202 authority.

There is one part of what Mr. McGuinness suggested to you this morning that perhaps didn't get highlighted in the discussion and that I would like to mention—namely, that the most convenient, proper, and appropriate place to undertake State-by-State assessments of students' needs and resources would be the 1202 commissions.

Yet at this point that is done only if the State decides to go in that direction.

I hope the commentary Mr. McGuinness provided to you about specific encouragements of State-by-State assessments of student needs and resources would receive careful examination by the subcommittee, because I'm sure you realize right now you are in the rather difficult position of trying to write new legislation on student aid without having the full benefit of knowing the exact results of the legislation enacted last year. We really have so many questions about the coordination of aid at the State level that are just unanswerable on the basis of current data, and I would almost hope you might create, as you have in title I, a line-item authority that would signal a high priority in terms of Federal policy to encourage these commissions to undertake such State-by-State assessments on a regular basis.

It doesn't have to be a lot of Federal money, probably a lot less than we already are spending on the day-to-day things that are going on.

Mr. PEYSER. Thank you.

Mr. FORD. Mr. Ratchford?

Mr. RATCHFORD. You talk in your statement about capacity building and a seat at the table.

Does that seat at the table and that capacity building include a seat and capacity development for the nontraditional student?

And if so, how do you see your organization reacting to and meeting the needs of the new student in America?

Mr. PHILLIPS. Generally speaking, I think it's fair to say that traditional small liberal arts colleges have really catered primarily to traditional 18- to-24-year-old students enrolled on a full-time basis or on a residential basis, but that pattern is rapidly changing as much from necessity as anything else.

I think our seat at the table is particularly critical at this time, because in more and more States the issues connected with the nontraditional students are the issues of the 1980's and it is important for the independent sector to be a part of the effort to grapple with the new and somewhat difficult needs we have to cope with here. Statewide planning in the public sector should be undertaken with a full awareness of the potential capacity of the independent sector which may be lagging a little bit behind in its responsiveness to these students up to this point, but which has the potential to do a major service for nontraditional students. The planning mechanism could be a very useful device in urging us along at a more rapid rate.

Mr. RATCHFORD. So you feel it is beginning to occur?

Mr. PHILLIPS. Oh, absolutely. Someone in a previous panel was talking about the advertisements they receive from the public sector promoting the new outreach programs for continuing education.

We have a lot of that going on in the independent sector, too, and it is a relatively healthy level of competition for students and enrollments.

The danger, as was previously pointed out, is that competition could dissolve into unfair practices, and here again the State planning agencies and the State approval agencies can be very helpful and useful in encouraging a better response of the needs of the nontraditional students without lapsing into unfair competition.

Mr. RATCHFORD. Do you think the independent colleges will accept this type of centralized planning?

Given their druthers, would they rather have their seat at the table or have the whole thing go away?

Mr. PHILLIPS. I am sure all of us would rather not have any outside control on our discretion to pursue our educational endeavors, but we are living in a world of limited resources and excessive demands on those resources, and we have got to cooperate together.

I would prefer to talk about cooperative planning, rather than centralized planning.

Mr. RATCHFORD. Thank you.

Mr. **Ford**. Bill Clohan has some questions.

Mr. **Clohan**. You mentioned a Congressional review requirement.

How would that differ from the present requirement that the Office of Education must publish in the Federal Register a summary of comments made?

We obviously hear from the associations concerning their problems and Congressmen hear from their constituents.

I am not sure that requirement would be necessary.

Mr. **Phillips**. Maybe I didn't make myself clear earlier.

What we are trying to do here is to pin down the issue of intrusiveness. They do provide a summary of comments concerning, for example, work study regulations that give you only $200 leeway in meeting demonstrated need when we think it ought to be $300. But is not the kind of thing I am talking about.

We are talking about more substantive regulations, such as these financial standards regulations that came out last year. One does not want to use words like idiotic, but when an agency of the Government says that if an institution were to record a deficit on current accounts for 2 years running, that might be a basis for disqualifying it from receiving Federal aid, they don't have any sense of how an institution works, particularly an independent institution where deficits are a fact of life that we cope with all the time.

It is that kind of intrusion into internal operations without the benefit of sensible background and knowledge which we think ought to be flagged and called to your attention, perhaps as a separate entity rather than just a long laundry list of all comments received.

That is the kind of thing we are concerned with, and our proposal is really intended to give meaning and direction to the language contained in section 432 of GEPA.

We have all been talking for many years about the horrors of Government regulations. But what do we do about it? We develop new systems all the time, and we have long reports, but is anything ever done to deal with the basic policy issue of intrusiveness upon higher educational institutions?

Mr. **Clohan**. In the ECS proposal for a general agreement and supplemental agreement between the State and Federal Government, ECS included in the general agreement, as one of the basic elements, consideration of student assistance policy in relation to the State's overall policies towards financing postsecondary education.

A few minutes ago you were saying that Congress should be very specific in the legislation.

Would that language, even though it does not require a separate budgetary line item, satisfy you?

Do you think that language consideration of student assistance policy in relation to the State's overall policies—would that cover analysis, for example, of the effect of MISAA in the State?

Mr. **Phillips**. Let's put it this way: If it didn't, then it ought to, and it is that kind of judicious amendment to the authority which would be very useful, as we look ahead, because those are going to

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be the crucial issues of the next few years in the student aid program.

Mr. CLOHAN. Your first recommendation dealing with capacity-building included developing institutions.

Mr. PHILLIPS. Yes.

Mr. CLOHAN. What impact would that have on the autonomy of the private institutions in the State? Would there be some statewide coordinating role?

Mr. PHILLIPS. Not necessarily. We are talking here about titles I and VII which are State-operated but also title III and the parts of title IV which have to do with student services programs.

The thought is, you have a consolidated application form which would, in the case of titles I and VII, contain parts that would go to the State for initial review and then on to the Office—or Department—of Education, and the whole thing then would be reviewed as an integrated package of proposals bespeaking a comprehensive strategy of institutional capacity-building.

The part that is left unclear in our proposal, which you properly are trying to push me on, is the question of State involvement in the review of proposals in the student services and developing institutions program.

Both the participants in those programs and the institutional associations that tend to revolve around them would be quite reluctant to see any kind of State approval or disapproval authority built into the law.

Mr. CLOHAN. What about comments?

Mr. PHILLIPS. The procedure that has been used for States to have an opportunity to comment, which already has been employed in the Fund for the Improvement of Postsecondary Education and appears to have worked very well, might be an appropriate compromise in the case of titles III and IV programs that are included in the consolidated application form.

You know, one of the things that is happening is that not one of them has all that much money when you look at the total higher education appropriation for them, but each has spawned its own set of separate regulations and separate application materials. It strikes me that we have an opportunity to simplify matters from the standpoint of both the Government and the institutions, if we can just work it out.

Mr. CLOHAN. Do you see your capacity-building recommendations in any way conflicting with the ECS recommendation, under the separate title that would establish the general agreement under a separate title?

Mr. PHILLIPS. No. You could have an agreement with the States that they are going to look after titles I and VI and VII, and maybe even the Education Information Centers, as has been proposed here, which is fine and is their responsibility to carry out.

With the administration of these programs at the State level, they could see applications materials that related what was going on to what else was going on in terms of applying for titles III and IV funds, and that seems to be very useful to all parties.

Mr. FORD. A concern that has been expressed during these hearings many times, particularly from this side of the table, about stories we are hearing of actions being taken or contemplated at the State level to supplant State efforts with Federal student aid. Because of the substantial increase in Federal money going to student aid, the temptation is very strong, of course, for people to figure out how to capture these new dollars in a way that they were not in the past.

Would the 1202 commissions be an appropriate place to seek a study of what the impact of MISAA in this regard and the increases have been over, say, a 2-year period?

Do they have the capacity to? All but two States have 1202 commissions, but they are quite different in their relationship to State government.

Mr. PHILLIPS. Yes.

Mr. FORD. Would the 1202 commissions have the capacity to fairly evaluate actions by the legislatures, institutions, private and public, and others that appear to be reducing the impact of the Federal funds?

Mr. PHILLIPS. I haven't thought about this before, and so I have to give you essentially an intuitive response.

Each State is different, and a serious difficulty might arise from the fact that these commissions, after all, receive a relatively small amount of money from the Federal Government, and their budgets are derived primarily from the State. Consequently, I am not sure whether they would be in the best position to write the report that might end up criticizing the State legislature or the Governor for allowing Federal funds to displace State efforts. This is our cautionary note that immediately comes to mind.

As I say, I have not thought about this before.

Mr. FORD. Well, absent any suggestion yet, that seems feasible in terms of its operation to actually prevent this from happening, I was thinking about the possibilty of establishing at least a notice that somebody is going to be monitoring the situation to see whether in fact this has happened.

Immediately you think about the Office of Education doing this, but I question their capacity to really understand within a State what is and what is not bringing about this kind of activity. But the 1202 commission is presumably made up of diverse interests directly focused on what is happening to higher education in that State and would recognize tuition increases and other things for what they were within that State?

Mr. PHILLIPS. No, I think you probably are right, given the alternatives. I was sitting here thinking what they might be. One imagines another fast task force or another GAO report, and it's certainly important that such report be done.

I share your concern that the net result of Federal programs being greatly enhanced and extended might be a reduction of State effort to address these needs.

You might argue that, if responsibility were specifically assigned to the 1202 commissions, that would give real force to the general suggestion which Bill Clohan read from a few minutes ago, a general response built to pay attention to State funding patterns and so on, and a date certain by which an analysis would need to be completed and funding to support that analysis might give real force to that whole set of suggestions.

I would like to think a little further about it. But my intuitive reaction is that you probably are right; it's the "least worst" option.

Mr. FORD. Thank you very much.

I would like to call Mr. Anthony Farma, president of the United States Association of Evening Students, and before Mr. Farma proceeds, I would like to apologize to the committee and to the witnesses for my late arrival.

I was called to what was called a brief emergency meeting at 9 o'clock this morning that turned into more of an emergency than was anticipated and continued until almost 10:30, but I appreciate the fact that the committee proceeded, so we would not disappoint any of the witnesses who were scheduled here today.

Our colleague Joe Moakley was anxious that Mr. Farma be given an opportunity to make a presentation here and wanted to make sure we knew that you were his constituent and that we pay very close attention to what you are telling us.

Without objection, your statement will be inserted at this point in full in the record, and you may proceed to add to it or supplement it or comment on it in any way you wish.

[Prepared statement submitted by Mr. Farma follows:]

UNITED STATES ASSOCIATION of EVENING STUDENTS

Please reply to

Testimony

House Subcommittee on Post-secondary Education

The United States Association of Evening Students, which represents over 400,000 evening and part-time students from coast to coast, would like to thank Chairman Ford and the Committee for the opportunity to present testimony on Title XII of the reauthorization of the Higher Education Act of 1965.

Thomas Jefferson said, "Establish the law for educating the common people." It is our belief that the Higher Education Act is the catalyst for carrying out that philosophy. However, the United States Association of Evening Students has, for a number of years, been a lone voice in trying to awaken the Administration, the Congress and the educational community to the potential and realized growth of adult part-time education. Current data from the National Center for Educational Statistics indicate that over 40% of the total enrollment in colleges and universities in the United States is part-time. In the period 1969-1972, the number of full-time students in post-secondary education grew by 8.8 percent, while the number of part-time students increased 24 percent. In collegiate institutions, the part-time student increase was 3.5 times greater than all post-secondary education in the United States.

The United States Association of Evening Students would like to address some items in Title XII of the current law which we believe can be improved and clarified to the best interest of all students, educational institutions and the nation at large. Section 1201(a) should be amended by adding immediately after the first sentence the following sentence: "'regular students' as mentioned herein, shall include those students in pursuit of the aforementioned degrees, certificates and training programs in either day or evening part-time programs." The term "part-time student" will bring to the attention of those in positions of Administration a new definition of the term "student" and will encompass the part-time student in the true meaning of the statute.

Section 1203, Comprehensive Statewide Planning, recommended that funds be established to encourage and recruit more citizens to the part-time education programs within the overall statewide planning. Our position is that more citizens would avail themselves of the opportunity to participate in part-time education through Comprehensive Statewide Planning through well-funded out-reach programs. The education of more citizens can only benefit the overall local and national community, for an informed citizenry should be at the heart of national purpose.

Section 1205(a), Advisory Council of Graduate Education, recommended the addition of the following to the last sentence: "Such appointed members shall be selected from among leading authorities in the field of education, except that at least one of them shall be a full-time graduate student and one shall be a part-time graduate student." By adding the words "full-time" and "part-time" graduate students, the Council will have both aspects of student input, which is the purpose of having a student on this important Council. It is also a numerical fact that the part-time population in graduate programs is greater than full-time.

The recommendations made concerning this portion of the law by this organization are made not only for the evening and part-time students, but also for the benefit of the overall educational community and for those who are to gain future benefit from the reauthorized act.

As previously stated, numerically the evening and part-time student is a viable and economic factor in our nation's educational picture and as such should be recognized within and throughout our educational statutes.

STATEMENT OF ANTHONY FARMA, PRESIDENT, UNITED STATES ASSOCIATION OF EVENING STUDENTS, ACCOMPANIED BY LORRAINE PHILLIPS, SENIOR PRESIDENT EAST

Mr. **FARMA**. Thank you, Mr. Chairman.

My name is Anthony Farma, graduate student at Suffolk University in Boston, Mass.

I am president of the United States Association of Evening Students.

I have brought with me my colleague, Ms. Lorraine Phillips, who is the senior president east of our organization, and also the legislative committee moderator.

I would like to thank Chairman Ford and the committee for allowing our organization to present testimony.

I would also like to thank Congressman Moakley, my Congressman, who has a deep interest in higher education and always had a sensitive ear to the plight of the evening and part-time student.

I would like to commend the chairman for seeking some input into this important legislation for, after all, we are the ultimate beneficiaries of the finality of this law.

I will not read my testimony, but I will refer to it, because we do have some recommendations within specific areas which I would, just for accuracy purposes, like to go on to, but the evening and part-time population, as been already testified to here this morning, is a growing population that has to be dealt with within the higher education area.

We are 40 percent of postsecondary education right now.

The UAES, the United States Association of Evening Students, is a consortium of evening and part-time students which are nonprofit and seek to represent the evening and part-time students, graduate and undergraduate, the college and university administrators, the general public and the State and Federal Government.

We are here today to make some recommendations concerning the title, the Reauthorization Act of 1965, and specifically with title XII.

I would like at this point to refer to my written testimony and point to general provisions, section 1201(a).

We would recommend a sentence be added after the last sentence, really after the first sentence, outlining regular students.

I refer counsel to page 197 of the title.

We have definitions of everything else, but what a regular student is, and we would like "regular students," as mentioned here, "shall include those students in pursuit of the aforementioned degrees, certificates, and training programs in either day or evening part-time programs."

We would like to be included in that definition of students.

We think that the term "part-time students" will bring to the attention of the college administration a new definition of the term "student."

We refer counsel and the committee to section 1203, Comprehensive Statewide Planning.

We are making a general recommendation here with regard to providing more funding for outreach programs to educate our citizens, and section 1205 (a), Advisory Council of Graduate Education recommended the addition of the following to the last sentence: "Such appointed members shall be selected from among leading authorities in the field of education, except that at least one of them shall be a full-time graduate student and one shall be a part-time graduate student" by adding the words "full-time" and "part-time" graduate students, the Council will have full input.

It is also a numerical fact that part-time population in graduate programs is greater than full time.

We feel that these minor changes recommended in this portion of the act will encompass the future evergrowing population which are becoming the economic salvation of our Nation's colleges and universities.

In June of 1980 there will be, according to the National Education Association statistics, 400,000 fewer high school graduates and by 1986 the part-time population will equate the full-time population in our colleges and universities.

Therefore, we ask the Congress to keep these facts in mind not only in title XII but in all other aspects of this important educational legislation.

Prior witnesses have mentioned the fact that planning must include adult nontraditional students in the education community-based programs. We agree wholeheartedly.

It is becoming a fact that the "nontraditional student" is becoming the "traditional student."

The very existence of some of our public and private higher education institutions at this point in time owe their very existence to the evening and part-time students.

We, as representatives of this population which is now 40 percent of the students attending postsecondary, ask the Congress to take this into consideration.

Mrs. Harrison, one of the witnesses, talked about TAP funds from New York State, over $400,000 awarded to the tune of $238 million.

What was not included in her testimony was the fact that not one dollar of that money went to part-time students in New York State.

In New York State only 1 percent of financial aid goes to part-time students. If the Federal funds are going to help statewide planning, it should be mandatory that included in the planning is a recognition of the financial needs of the evening and part-time students.

We believe it is time for the Federal Government to end this bias, and to recognize 40 percent of the student population.

In our written testimony, we quote Thomas Jefferson who said, "Establish the law to educate the common people."

We hope the Congress in its wisdom remembers this philosophy.

That would be the end of my testimony.

Mr. **Ford**. Thank you.

We have been trying to place your proposed amendment in connection with the existing law, and it raises a couple of questions.

The term "regular student" is a phrase of art that has been very difficult for us to deal with for several years with respect to the proprietary schools mostly and before that the junior and community colleges. Each time we have tried a little perfecting amendment we have created more trouble than we had before.

It took us almost 3 years, 1976 to this year, to straighten out the problem for the proprietaries we created for them when we tried to define a "regular student" for the junior and community colleges without picking up all of the applications of that term at one time.

As I gather, what you are aiming at is an assurance that we do not discriminate against day or evening part-time students?

Mr. **Farma**. That is correct, sir.

Mr. **Ford**. Do we have that kind of a situation now?

Mr. **Farma**. The attitudes alone, I can quote, are almost unbelievable.

I was talking to a college administrator who happens to be an evening dean, and I will just give you a for-instance as to what kind of an attitude that is perpetrated at this one institution.

Their dean of students calls the day college the real college and the evening college the part-time college.

We do have that kind of bias. There is a paper I would refer you to called, "Attitudes-Attitudes," which was done at a meeting of the American Association of Community and Junior Colleges.

If I may, what we find, Mr. Chairman, is that in most cases part-time programs are done on the basis of popularity, not on the basis of the student's needs.

Most of the evening part-time population has to go to classes based upon when the professor can get there, not when they can get there.

Mr. **Ford**. But you are not changing, with your amendment, this language: "Shall include those students in pursuit of the aforementioned degrees and certificates and training programs."

Up to that point, you don't change anything.

Mr. **Farma**. That is right.

Mr. **Ford**. The only thing that reflects a change is adding the words "either day or evening" and I don't know what the significance of this is in this statute.

What would that do? It isn't going to change the attitude of that dean.

Mr. **Farma**. We believe in identifying that population the attitude of most administrators will have to take that into consideration when they are developing programs.

Mr. **Ford**. Well, we are wrestling with the problem in a slightly different way. In responding to recommendations, less than halftime students would be eligible for grants, and halftime was just an arbitrary way of coming to the conclusion that someone who was going at least halftime was probably pursuing a serious course of study.

When you get to the point of trying to eliminate halftime as a benchmark, or say less than halftime, it's very difficult to distinguish between someone who would like to from time to time have something to do during the spring quarter or the winter quarter when it's slow in their business from somebody who is really pursuing an educational goal, whether it's for a degree or not.

For the purpose of trying to find some rational way of administering the aid, the way those kinds of arbitrary cutoffs are made, but this committee has not heard before of any prejudice with respect to the use of Federal programs between part-time and day students and part-time evening students.

I am wondering if that is a peculiarity of attitudes in one part of the country?

We are dealing now with weekend colleges.

Mr. **Farma**. Right, the lights are burning late. We realize that, and we feel the educational community should be made aware that they have more than one student population.

Mr. **Ford**. Perhaps we could consider mentioning in the report language that you have drawn this to our attention and that there are attitudes indicating that people feel that the definitions admit some distinction between a part-time student and a regular student. But I am very leery about trying to touch those kinds of words, because they are words of art that have caused us great difficulty.

Mr. **Farma**. We would be amicable to anything the committee would like to do in that vein.

Further on we ask for that same distinction to be made in the Graduate Council only because we feel if you are looking for student input there are two types of student inputs, and you should recognize that fact.

Mr. **Ford**. What is a part-time graduate student, and what is a full-time graduate student?

Mr. **Farma**. I am a part-time graduate student. That is anybody in my college taking courses for less than 12 credits.

A full-time student either finishes his studies in 1 or 2 years, but there are those of us who will take longer. Mine will take 3 years in order to accomplish it.

Some law schools take 4 years.

Mr. **Ford**. But when you get into graduate students, isn't a substantial part of the student graduate population part time?

Mr. **Farma**. I would say this: It's better than full time.

Mr. **Ford**. That is what I would kind of guess, except for the graduate schools that are specifically tied to part time.

Mr. **Farma**. The law doesn't give that indication. It doesn't say either full time or part time.

What we find is that the attitudes, we always get a full-time graduate student. His interests might be different than mine.

Mr. **Ford**. I don't even think that a commission functions now.

Mr. **Clohan**. I don't believe so.

Mr. **Ford**. We haven't any any experience with it.

If their commission is in existence and doing something they have kept it from us.

Mr. **Farma**. If it is going to be in the Reauthorization Act of 1965 we would like to have part time.

Mr. **Ford**. The very least we will do is to direct a letter and find out if there is such a Commission and what they are doing.

Mr. **Farma**. Thank you for your cooperation.

We appreciate that.

Mr. **Ford**. It is not infrequent that——

Mr. **Farma**. There is one other area, and that is the statewide planning which a number of witnesses this morning who have testified and we feel that we have brought some points out in my oral testimony which we think are valid.

Somebody is talking about $238 million being given away to students and not 1 cent of it going to the part-time population.

Something is wrong in the State. If we are going to give Federal money out you ought to give it out to everybody.

Mr. **Ford**. Do you have any questions?

Mr. **Farma**. My legislative expert here tells me that the full-time student population in New York State is one-third the cost of the population.

Mr. **Ford**. Is there anybody here from the Office of Education who can tell us if this commission exists? The Advisory Council on Graduate Education; does it exist?

Ms. **Dunkle**. I am not certain.

Mr. **Ford**. Will you find out for us who is on it; how and what it is doing? Thank you.

If there are no further questions, the committee will stand in recess until tomorrow morning. I would stick my neck out and say that I have been assured that the Secretary of HEW will be here next Tuesday with the administration's legislation for reauthorization, yet being drafted, I am told. But nevertheless, there are firm promises from a lot of nice people that they will be here. We can look forward to that. We will have the hearing in the full committee room because I assume a lot of the associations will want to be here for the great unveiling of this great master plan.

[Whereupon, at 11:35 a.m., the subcommittee was adjourned, to reconvene Friday, July 13, 1979.]

[Material submitted for inclusion in the record follows:]

acp
american college in paris/an independent liberal arts college

26 June 1979

Representative William D. Ford
Chairman, House Subcommittee on Postsecondary Education
House of Representatives
Washington, DC 20515

Dear Representative Ford,

As Chairman of the Board of Trustees of the American College in Paris, I am writing to you and your colleagues on the House Subcommittee on Postsecondary Education to propose an amendment to the Higher Education Act of 1965 which would permit the American College in Paris to participate in programs authorized by that Act.

Currently, the College is ineligible for the provisions of the Higher Education Act of 1965 since the eligibility clause (Section 1201 (a) of Title XII) states that the term "institution of higher education" means an educational institution in any State. We would like to suggest that at the time of the mark-up of the reauthorization of the Higher Education Act of 1965, consideration be given to modifying Title XII, Section 1201 (a) to read: "The term 'institution of higher education' means an educational institution incorporated in any State (including those institutions with some or all of their programs located outside the boundaries of the United States.)" All the rest of the general provisions would continue to apply. The attached document explains the situation in greater detail.

By way of further information, I have been in direct contact with Secretary Califano regarding the issue.

Your willingness to consider the proposal on behalf of the American College in Paris would be greatly appreciated.

Yours sincerely,

Pierre Salinger
Chairman, Board of Trustees

PS:ljd

president, dean, admissions, student affairs/président, doyen, inscriptions, affaires estudiantines
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AMERICAN COLLEGE IN PARIS

1. A Background Summary

STATUS

Founded in 1961 as a private liberal arts college, the first such independent American college to be established in Europe.

Incorporated in the District of Columbia as a non-profit institution of higher learning.

Licensed by the Educational Institution Licensure Commission of the District of Columbia to confer the Bachelor of Arts and Associate in Arts Degrees.

Fully accredited by the Middle States Association of Colleges and Schools.

Recognized by the French Ministry of Education as an institution of higher learning approved by the University of Paris.

Signatory to a cooperative exchange agreement with The George Washington University.

PURPOSES

Located in a national capital which is traditionally the cultural and intellectual center of Europe, the American College in Paris serves the American community abroad, non-Americans seeking a bridge into the American university system and Americans from the United States who have felt that a learning experience in a different culture was essential to their understanding of a rapidly changing world.

As an independent, non-profit, non-sectarian institution, the College has formulated its own objectives: 1) to offer an American undergraduate education leading to the AA degree and to the BA degree in areas where the College's location and resources endow it with particular strengths; 2) to help students acquire a working knowledge of the French language; and 3) to foster an understanding of a different set of values and of different approaches to human and political problems.

PROGRAM

The educational program at the College combines a broad liberal arts curriculum with an international living experience. The College offers sound preparation for undergraduate majors in fourteen areas of study, including the sciences and business administration. In addition, a four-year Bachelor's degree program exists in five areas in which the College has access to exceptionally rich teaching and research resources - Art History, European Cultural Studies, French Studies, International Affairs, and International Business Administration. The College Development Plan envisages additional four-year programs, initially in Comparative Literature, Fine Arts, and International Economics, which will be established at such times as they can be effectively added to the curriculum.

STUDENT BODY

The student body of the College numbers approximately 550, seventy percent of whom are Americans, with half coming directly from the United States and half from American families abroad. The remaining thirty percent is composed of foreign nationals representing some 45 different countries.

FACULTY

The College is distinguished by the quality of its faculty, which is recruited from Paris, one of the most productive intellectual centers in the world. Of the 75 professional teachers and scholars now giving instruction at the College, about 50% hold earned doctorates, and all have advanced specialist qualifications in their fields. One-quarter of the faculty is full-time; three-quarters are shared with the many university faculties and advanced study institutes in Paris. The faculty is composed primarily of Américans living abroad, and of foreign nationals with experience as teachers and students in the American university system.

OUTREACH

The College is a natural center for international educational exchange, both internally among students and faculty and externally through programs designed to bring the students into contact with Europeans and their traditions.

As a teaching center of American intellectual culture, the College represents America directly to its foreign students and to the French community. Beyond the events held for the public and beyond the many visitors who see the College as an extension of America in Europe, the growing international reputation of the American College in Paris as a serious institution of high quality is a credit to America.

Students from the College have a considerable advantage in applying for transfer to the best colleges in the United States. They are sought for their language skills, for their experience in an international setting, and for the maturity that life in a major urban center abroad both requires and encourages. Whether they choose employment in the diplomatic service of international business, as many do, or whether they return to live in the United States, the students of the College increase the outreach of the institution through the application in their own lives of an understanding of another people.

SOURCES OF SUPPORT

Income is derived almost solely from tuition. Because of its location, the College is ineligible for support from the U.S. Federal Government, despite Federal recognition for student benefits under the Veteran's Readjustment Act, the Social Security laws, and the Guaranteed Student Loan Program. Moreover, the College is an approved tax-exempt institution of higher learning in both France and the United States. (IRS No. 98-0013023)

The loyalty of the alumni and alumnai of the College is extraordinary for a young institution. An alumni association has been formed to translate this good will into a source of income. But with few exceptions, the graduates of the College are too young to be able to contribute substantially.

The three sources of support presently available to the College are thus foundation, corporate and individual philanthropy. Since there are few corporate tax incentives in France for gifts to non-profit institutions and since the American tradition of individual philanthropy is largely lacking in France, the College must turn to foundations, corporations and individuals in the United States who are interested in promoting the image of America abroad.

2. The Problem and the Proposed Solution

Considering itself as an integral part of the U.S. higher education network, the American College in Paris approached the U.S. Office of Education for possible assistance under the various pieces of higher education legislation. In addition to exchanges of correspondence, personal visits by the Chairman of the Board of Trustees and the President of the College were made to the Deputy Commissioner of Higher Education and the Assistant Director of the Accreditation and Institutional Eligibility Staff of the U.S. Office of Education. Alas, although a sympathetic hearing was received, the various officials indicated that the American College in Paris was ineligible for anything but Title IV-B (Guaranteed Student Loan Program) of the Higher Education Act of 1965. To substantiate this view, pertinent provisions of legislation were cited, for example, the following language from the Higher Education Act of 1965:

> TITLE XII - General Provisions: Section 1201 (a) The term "institution of higher education" means an educational institution in any State. . .(b) The term "State" includes, in addition to the several States of the Union, the Commonwealth of Puerto Rico, the District of Columbia, Guam, American Samoa, and the Virgin Islands. (Citation: P.L. 89-329 - Higher Education Act of 1965.

A curious parallel situation arises from the fact that when the Department of State was approached concerning possible support of the American College in Paris under the provision of legislation designed to support foreign institutions, (American Schools and Hospitals Abroad, Section 214 of the Foreign Assistance Act of 1961, as amended) the College was told that it is ineligible because it is an American institution.

Inasmuch as the College has been unable to resolve this problem through normal government channels, the conclusion has been reached that the issue can be settled only through legislation. It is therefore proposed that consideration be given to changing the eligibility language. Suggested additional wording is underlined:

> "The term 'institution of higher education' means an educational institution incorporated in any state (including those institutions with some or all of their program located outside the boundaries of the United States) . . ."

If the above were inserted in Section 1201 (a) of the Higher Education Act of 1965 (Title XII, General Provisions), the rest of the general provisions relating to accreditation, non-profit status of the organizations, etc. would continue to apply.

3. As part of its governance structure the College has a U.S. Executive Board which serves to promote the College's interests in the United States;

4. The College grants the Bachelor of Arts and Associate in Arts Degrees on the authority of the Educational Institution Licensure Commission of the District of Columbia;

5. The College has achieved full accreditation with the Middle States Association of Colleges and Schools;

6. Founded in 1961 as the first independent American College in Europe, the College operates in Paris to meet the educational needs of American families abroad in Department of State, military, international business and international organization posts and to satisfy the demands of American students from the United States for an international dimension to their educational experience;

7. In any year approximately 70% or more of the College's student body are United States citizens;

8. The College serves as a bridge into the American university system for the 30% of its students who are non-Americans;

9. The College's tuition is charged in U.S. dollars;

10. All employees of the College are paid in U.S. dollars directly from the United States except for French citizens who must be paid in French francs;

11. All American employees receive U.S. Social Security benefits and may participate in the American university professors pension scheme managed by the Teachers Insurance and Annuity Association (TIAA);

12. The College has been approved by the Internal Revenue Service as a non-profit, tax-exempt institution of higher learning (IRS No. 98 0013023);

13. The College is currently eligible for student benefits under the Veteran's Readjustment Act, the Social Security laws, and the Guaranteed Student Loan Program;

14. From discussions with the officials of the Department of Health, Education and Welfare, it appears that the College is eligible to participate in various autonomous programs, i.e., Fund for the Improvement of Post-secondary Education, National Institute of Education.

REAUTHORIZATION OF THE HIGHER EDUCATION ACT AND RELATED MEASURES

Part 7—Student Financial Assistance

FRIDAY, JULY 13, 1979

House of Representatives,
Subcommittee on Postsecondary Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:45 a.m., in room 2175, Rayburn House Office Building, Hon. William D. Ford (chairman of the subcommittee) presiding.

Members present: Representatives Ford, Weiss, Bailey, Tauke, Simon, and Edwards.

Staff present: Thomas R. Wolanin, staff director; Patricia F. Rissler, deputy staff director; William C. Clohan, minority assistant education counsel; Jennifer W. Vance, minority legislative associate.

Mr. **Weiss** [presiding]. The Subcommittee on Postsecondary Education will now come to order for the purpose of continuing hearings on reauthorization of the Higher Education Act and related measures.

Our hearing this morning will consider the reauthorization of the Fund for the Improvement of Postsecondary Education, which is authorized by section 404 of the General Education Provisions Act.

Since its creation by the Education Amendments of 1972, the fund has been laboring relatively quietly to stimulate creative and innovative educational practices in postsecondary education.

Its efforts have centered in particular on refocusing the energies of colleges and universities on the newly dominant clientele of nontraditional and adult students who are fast becoming the new majority in postsecondary education.

For its efforts, the Fund has won almost universal acclaim from educators both for the types of projects it has supported as well as for its nonbureaucratic and sensitive approach to grant making. In the current fiscal year, the appropriation for the fund is $13 million.

It is noteworthy that this is the first hearing by an authorizing committee on the activities of the Fund since its creation in 1972.

Our witnesses this morning will include Father Ernest Bartell, the Director of the Fund, current and past members of the Board of the Fund, and educators who have worked with the Fund.

Father Bartell, if you will commence in whatever order you think is most appropriate.

Reverend **Bartell**. I would like to turn our panel over to the current chairman of our board of advisers, Mr. James Symington, and he will chair our group.

Mr. **Weiss**. Let me at the outset welcome all of you for your presence and your presentations and, Mr. Symington, would you introduce everyone who is here at the outset?

STATEMENT OF JAMES SYMINGTON, SMATHERS, SYMINGTON, AND HERLONG, WASHINGTON, D.C.

Mr. **Symington**. Thank you, Mr. Chairman.

It's a pleasure to appear before you and members of the committee as Chairman of the Board of Advisers to this very fine Fund for the Improvement of Postsecondary Education, and I will at the outset, present the members of this panel by name to you.

I may have brief remarks at a later time concerning them.

On my far right, your far left, is Mr. Eugene Binder, associate vice president of student services of St. Edward's University.

Next to him on his left is Dr. Frank Newman of the University of Rhode Island.

On his left is Ms. Mattie Cook, administration director, Malcolm-King: Harlem College Extension, and on her left, on my right, is, of course, our Director, Rev. Ernest Bartell.

On my left is Mr. Sol Pelavin, vice president of the Social Sciences Division of the NTS Research Corp.

On his left is Mr. Murray Frank, dean of College III, University of Massachusetts-Boston.

I think that completes the panel.

Mr. **Weiss**. Thank you very much.

Let me take informal note of the fact that Dr. Frank is an old, valued, and dear friend whom I have not seen in a long, long time.

Dr. **Frank**. Thank you.

Mr. **Symington**. At this time, Mr. Chairman, because it's a large panel, I will restrain myself from dilating on what I think are some of the advantages and benefits this Fund incurs on the country and on behalf of HEW.

I might say that I am a private attorney now in the city of Washington, having served in the Congress.

My connection with the Fund is simply as Chairman of the Board of Advisers.

To kick off our testimony today, I would like first to call on Father Bartell, Rev. Ernest J. Bartell, who is Director of the Fund.

STATEMENT OF REV. ERNEST J. BARTELL, DIRECTOR, FUND FOR THE IMPROVEMENT OF POSTSECONDARY EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, WASHINGTON, D.C.

Reverend **Bartell**. Thank you very much, Jim.

I thought I might comment very briefly on the current operations of the Fund in order to bring the committee up to date.

Since its establishment in 1973 the Fund for the Improvement of Postsecondary Education has exercised its broad mandate through a series of grant competitions.

Most of the program funds have been awarded through the annual comprehensive program, which takes advantage of the broad mandate by allowing the applicant to submit virtually any proposal for an action project that would result in an improvement upon existing practice somewhere in postsecondary education.

This noncategorical feature of the Fund mandate, perhaps more than any other characteristic, has given the Fund its distinctive identity as a place for local initiative in the Federal Government, a place where an educator with an idea for improvement in educational practice can go to test that idea competitively.

The comprehensive program of the Fund utilizes over 90 percent of our program funds, $13 million in fiscal year 1979–80, and provides startup funds for field-initiated educational activities which, if successful, will continue on other funds and lend themselves as models for adaptation and replication in other settings.

We expect the independent evaluation of the Fund's activities commissioned by the Secretary's office to provide helpful data on the performance of Fund-supported demonstration projects according to these criteria of successful accomplishment, continuation, and replication.

Roughly half the proposals submitted to the comprehensive program are directed at improvement of educational opportunities for underserved populations such as women, minorities, and working adults, as the chairman has pointed out, while about half the proposals seek to improve the quality of instruction for traditional and nontraditional students through improved teaching methods, experimental learning, faculty development, institutional renewal, more effective use of new educational technologies and other appropriate educational strategies.

One feature of the comprehensive program competition which we believe has enhanced the responsiveness of the fund to its field is the Fund's two-stage application process.

In the first stage of applying, the applicants need only submit a five-page preliminary proposal that defines an educational need, outlines the proposal strategy for meeting that need, and justifies the applicant's capacity for carrying out the activity successfully.

Although we can fund less than 100 from a total of up to 2,000 preliminary proposals, the investment of the applicant in a preliminary proposal is minimal. The simplicity of the preliminary proposal minimizes the importance of grantsmanship and allows small colleges, community-based organizations, and other applicants with limited fiscal capacity to compete on the strength of their ideas.

Those invited back to submit more detailed full proposals have the benefit of feedback from staff and external readers on the strengths and weaknesses of preliminary proposals.

In addition to the comprehensive program, the Fund has from time to time initiated smaller grant programs targeted to postsecondary needs that deserve special attention by educators, and on topics which may not be best served by new operational projects.

Thus, when it became clear that open admissions alone would not be adequate to the needs of minorities and the disadvantaged, the Fund launched a national project, Alternatives to the Revolving Door, to identify and link established and emerging models of special services for new students around the country.

When consumerism began to emerge as a force in higher education, the Fund initiated a special competition to encourage colleges

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and universities to provide more accurate and helpful information for students faced with educational choices that become increasingly diverse and expensive. The goal is self-regulation as the outcome for institutions, rather than more Government regulation.

Currently, the Fund is undertaking modest initiatives to identify successful dissemination strategies in the area of adult education where, because of its rapid growth, there may be a tendency for educators in different parts of the country to reinvent each other's wheels, or even worse, each other's expensive flat tires.

In addition, because of the reviving interest in the importance of basic and general education, we have a small competition underway to identify several distinct models of liberal learning to meet the general education needs of postsecondary students whose ages, backgrounds, and educational objectives now differ more than ever before.

Finally, we have concluded an interagency agreement with the Department of Labor this year that enables us to award $1 million in Youth Employment Demonstration Act funds through a competitive grant program for colleges, universities, and other institutions.

This competition will identify worthy strategies for improving educational opportunities for CETA clients whose educational opportunities in existing programs often are confined to limited short-term job training. All of these programs are administered by a professional staff that totals 13 full timers and a support staff equal to 4 full timers.

The Fund's close contact with so many segments of postsecondary education has made it an inevitable repository and conduit for information. As a result, we find ourselves called upon more frequently to offer technical assistance and to disseminate the results of the projects it has supported.

Before I close, I want to cite one resource of the Fund that has acquired increasing importance to our effectiveness is the Advisory Board to the Fund. Although the Board is designated simply as an advisory committee in our authorization, it has attracted distinguished and talented members, both educators and lay persons.

The Board members help determine Fund policies and priorities and to establish grants criteria. In addition the Board generously devotes long hours as a review panel for some of the more challenging proposals received by the Fund. And we note with gratitude that all of this service is rendered without personal remuneration for Board members.

With continued interest from various segments of postsecondary education and with support of a capable Board, the Fund and its entire staff hope to continue to exercise its legislative mandate for educational improvement with both imagination and cost-effectiveness.

Thank you, Mr. Chairman.

Mr. Symington. Mr. Chairman, if I can proceed to present the second witness for you, thanking Father Bartell for his statement, I would next call on the gentleman to my left, who has conducted an independent evaluation of the Board's effectiveness, the work that it does.

He was engaged by the Department of HEW to conduct the first external objective evaluation of the Board's work, so naturally we look forward with great anticipation—at least I do—to hearing what he has to say.

He is Mr. Sol Pelavin, vice president, Social Science Research Division, NTS Research Corp. in Durham, N.C.

With that, I would like to present to you, members of the committee, Mr. Pelavin.

Mr. **Weiss**. Thank you very much.

Your entire statement will be entered into the record, without objection, and you may proceed as you see fit.

[The prepared statement of Sol Pelavin follows:]

Statement[*] of

Sol H. Pelavin
Vice President
Social Science Research Division
NTS Research Corporation

on

The Fund for the Improvement of Postsecondary Education

before

The Subcommittee on Postsecondary Education
House of Representatives
Congress of the United States

July 13, 1979

[*] Based on research being conducted under Contract # HEW-100-78-0128 for the Assistant Secretary for Planning and Evaluation, DHEW.

Mr. Chairman and members of the Committee, I am honored to have been invited to be part of this panel and to appear before the Subcommittee to discuss our evaluation of the Fund for the Improvement of Postsecondary Education.

I am Sol Pelavin, Vice President of the Social Science Research Division at NTS Research Corporation. Since October 1978, NTS has been conducting an evaluation of the Fund* for the Office of the Assistant Secretary for Planning and Evaluation (ASPE) of the Department of Health, Education and Welfare (DHEW). My testimony is based on findings from our evaluation, which is being done as part of ASPE's preparation for the Fund's upcoming reauthorization. However, today I am not presenting the views of ASPE or DHEW but my own judgments, drawn from our study's results to date.

My presentation has three major purposes:

- To summarize our judgments regarding the Fund's successes and to present some of the data upon which these judgments are based;
- To discuss hypotheses about causes of the Fund's successes; and
- To attempt to determine what additional data and analyses the Subcommittee would find helpful in its future considerations of the Fund's reauthorization.

At the beginning of my testimony, I would like to state the most important conclusion that the evaluation has reached to date: Overall, we judge the Fund to be an extremely successful program. To those familiar with evaluations of other Federal education programs, this finding may be a pleasant surprise. It is not common for evaluators to make such unqualified summative judgments. It is even rarer for these judgments to be positive. Yet, when judged by any of a number of criteria, the Fund should be considered an unqualified success.

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*Throughout this testimony the Fund for the Improvement of Postsecondary Education is referred to as "the Fund".

SUMMARY OF EVALUATION'S FINDINGS

The findings I will be presenting today are organized around two general questions which have formed the basis of our evaluation:

- Are the projects supported by the Fund successful? and
- Is the Fund a well-managed Federal agency?

The answers to these questions are based on an analysis of data from a recently completed survey of the Fund's past and present Project Directors. Additionally, information from case studies of a sample of the Fund's projects is included where appropriate.

Success of the Fund's Projects

To determine the degree of success of the group of projects supported by the Fund, we applied five increasingly stringent criteria:

- Are the projects' activities consistent with the Fund's Congressionally mandated objectives?
- Have the Fund's projects achieved significant impacts?
- Do the Fund's projects have multiple purposes and impacts?
- Do the Fund's projects have far-reaching impacts?
- Do the Fund's projects have continuing impacts?

Congressional Objectives

The most basic criterion that we thought the Fund's projects should meet was that each project's activities should be consistent with Congressional intent. In the Fund's authorizing legislation Congress identified eight purposes for which grants and contracts may be awarded. All of the projects supported by the Fund have addressed at least one of these objectives. Table 1 presents the percentage of the Fund's projects which can be classified as addressing each of the eight Congressional purposes. It should be noted that projects can address more than one objective; percentages reported in Table 1 therefore reflect a duplicated count. Four of the eight objectives are addressed by over 90 percent of the Fund's projects. This finding indicates that not only do all the Fund's projects address at least one of the Congressional purposes but

Table 1

Percentage of Projects
Addressing Each of the Fund's
Congressionally Mandated Objectives
(N = 443)

	Objective	Percentage of Projects Addressing Objective*
1.	Encourage the reform, innovation, and improvement of postsecondary education, and provide equal educational opportunity for all	99%
2.	Create institutions and programs involving new paths to career and professional training, and new combinations of academic and experiential learning	98
3.	Establish institutions and programs based on the technology of communications	61
4.	Carry out changes in internal structure and operations designed to clarify institutional priorities and purposes in postsecondary educational institutions	91
5.	Design and introduce cost-effective methods of instruction and operation	81
6.	Introduce institutional reforms designed to expand individual opportunities for entering and re-entering institutions and pursuing programs of study tailored to individual needs	95
7.	Introduce reforms in graduate education, in the structure of academic professions, and in the recruitment and retention of faculties	89
8.	Create new institutions and programs for examining and awarding credentials to individuals, and introduce reforms in current institutional practices related thereto	75

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*Projects may have addressed more than one of the objectives. Therefore the percentages reflect a duplicated count.

that a vast majority of projects simultaneously address more than one purpose. In fact, as shown in Table 2, 96 percent of the projects simultaneously addressed at least five of the eight purposes.

Significant Impacts

The second criterion used for judging project success was the projects' actual accomplishments. Foremost among these accomplishments were the following:

- 79 percent of the Fund's projects led to impacts beyond the operations of the host institution.
- 73 percent of the Fund's projects contributed significantly to improving the climate for acceptance of innovation within the host institution.
- 65 percent of those projects whose primary beneficiaries were students served a significant number of nontraditional students; that is, students who have traditionally not been adequately served by institutions of postsecondary education. Included among nontraditional students are the handicapped, the aged, houseworkers, offenders and ex-offenders, members of minority groups, and persons from low-income families.

In addition, 97 percent of the projects had impacts in at least one of the following areas: enhanced career opportunities, improved instructional techniques, increased access to postsecondary educational opportunities, reduced costs of educational services, direct improvement in student learning, and increased services to the community. Finally, more than three-fourths of the projects contributed to expanding the knowledge base in one or more substantive areas.

Multiple Purposes and Impacts

The third criterion for success is that the Fund's projects have multiple purposes and diverse impacts. It should be clear from the preceding discussion that the Fund's projects do not each have a single purpose, nor can they be simply classified according to their type of impact. Rather, the majority of projects have multiple purposes and diverse impacts. This "multidimensionality" substantially enhances the value of each project and may be a key to why the Fund's projects are successful. Examples of two multidimensional projects are the "College

Table 2

Percentage of Projects Which Addressed the Multiple Congressional Objectives
(N = 443)

Number of Objectives Addressed	Percentage of Projects Addressing Objectives	Cumulative Percentage
Projects addressing eight objectives	39%	39%
Projects addressing seven objectives	30	69
Projects addressing six objectives	18	87
Projects addressing five objectives	9	96
Projects addressing four objectives	3	99
Projects addressing three or fewer objectives	1	100
Total	100%	

of Public and Community Services" at the University of Massachusetts (Boston) and the "Student-Faculty Research Community" at the University of Michigan.

The College of Public and Community Services, a new institution within the University of Massachusetts system, received support from the Fund to establish an innovative competency-based educational program for urban public service workers. The project has served an older, relatively low-income clientele with a high degree of ethnic and racial diversity. Furthermore, the project focused on accommodating the needs of students who were employed full time.

The project successfully integrated a traditional liberal arts education with career training, employing as faculty members a substantial number of practitioners rather than academicians. Furthermore, the project has provided this innovative education to people who have traditionally been excluded from postsecondary education.

Student-Faculty Research Community (SFRC) at the University of Michigan, is an even more complex example of the multidimensionality of the Fund's projects. This project was intended to develop an improved liberal arts program by providing faculty with an innovative interdisciplinary teaching environment while simultaneously providing students with experiential learning opportunities. The experiential learning component provides students with skills needed in a post-college work environment.

The project not only was successful in accomplishing its intended purposes but also had a broad impact upon the University. Michigan's Drama Department has begun a similar program, and the Social Studies Department has added a new course and modified a previously existing one to increase its offerings of practical skills. Additionally, the SFRC course has become a means through which students can fulfill the University's new writing requirement.

Not to be overlooked are the general positive effects upon teaching that have occurred because the faculty of the SFRC hold joint appointments in the College of Liberal Science and Arts. Consequently, they have been able to apply new pedagogical techniques to their other courses as well as to share these innovative teaching methods with other faculty members. It should be stressed that these diverse improvements, all of which transcended the original scope of the project, required no additional Federal funding.

Far-Reaching and Continuing Impacts

The Fund's projects have an impressive list of accomplishments - one I believe that Congress can be proud of. However, these accomplishments are even more impressive when the projects' impacts are far reaching and continuing. To determine whether or not the Fund's projects have met these final two, most stringent, criteria, we investigated the extent to which information about the projects was disseminated, the degree to which projects' activities were adopted or adapted at another institution, and the number of projects which continued after the Fund's support had ended.

Information about the Fund's projects has been widely disseminated. The Fund itself distributes information about its current projects in its annual publication Resources for Change. Three thousand copies of the Fund's 1979 edition were printed and distributed. However, the primary source of information about the Fund's projects are the projects themselves. Eighty-seven percent of the projects have disseminated some type of information about their activities. Table 3 presents data on the types of information that projects disseminate. The most frequently disseminated information concerns projects' accomplishments or impacts; 78 percent of the projects have distributed this information in response to over 279,000 requests from institutions of postsecondary education.

We infer that this large amount of dissemination activity is the cause of 64 percent of the Fund's projects reporting that other institutions of postsecondary education have attempted to adapt aspects of their project's activities, philosophies or objectives. In all, approximately 14,000 postsecondary institutions or organizations have attempted such adaptation. Moreover, over 1,000 institutions have attempted to replicate completely the activities of one of the Fund's projects.

Table 3

Percentage of Projects Engaged in Different Types of Dissemination Activities (N = 443)

Type of Dissemination Activity	Percentage of Projects Engaged in Activity*
Dissemination of information on project accomplishments or impacts	78%
Dissemination of information intended to popularize the concepts on which the project was based	72
Provision of technical assistance or information about project implementation	71
Distribution of prepackaged materials	51
Other dissemination activities	17

*Projects were engaged in more than one type of dissemination activity. Therefore the percentages reflect a duplicated count.

Based on the large amount of information being disseminated and the large number of attempts at adaptation or replication, we have concluded that the impact of the Fund's projects is significantly more far reaching than the number of projects supported by the Fund would suggest.

From its beginning in 1973 through FY 79, the Fund has supported more than 500 projects. To determine what occurs after the Fund's support has ended, we investigated approximately 322 projects which were completed or about to be completed. We considered a project about to be completed if its grant or contract was in its final three months. Two hundred seventy-one of the completed or about to be completed projects had the potential for continuation after the Fund's support had ended. The other 51 projects were specifically designed to accomplish a discrete task and then to terminate.[*]

We defined a project to be institutionalized if the project meets all three of the following criteria:

- It continues to exist after the Fund's support has ended;
- its activities or services are not substantially reduced; and
- the project is optimistic about its prospects for long-term (five or more years) survival.

We estimated that 70 percent[**] of the 271 projects which had continuation potential met all three criteria; thus we estimated that 70 percent of the projects that attempted to become institutionalized actually succeeded. This percentage is particularly remarkable in light of the results of Rand's recently completed study of "Federal Programs Supporting Change." The Rand study estimates "that between 5 and 15 percent of our [Rand's] sample of change agent projects had been fully institutionalized...approximately two years after the end of Federal funding." Although Rand's sample included only projects at the elementary and secondary level, and some of the Fund's projects had their Federal support terminated less than two years ago,* the comparison of institutionalization rates is still striking.

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[*] Examples of projects specifically designed to accomplish a discrete task and then to terminate are ETS's "Evaluation of Academically Creditable Competencies Acquired by Women in Domestic and Volunteer Work" and Harvard University's project, "Value Added: Measuring the Outcomes of Undergraduate Education." ETS's project developed a manual entitled How to Get College Credit for What You Have Learned as a Homemaker and Volunteer. Although the manual is still available through ETS, the project's activities are completed. Harvard's project succeeded in developing measures of the actual impact of its undergraduate college curriculum on its students. Although the measures themselves are still being used, all project activities have been completed.

[**] The percent of projects simultaneously meeting all three criteria is less than the percent of projects meeting only Criterion 1 (78 percent), Criterion 2 (73 percent) or Criterion 3 (71 percent).

In addition to a substantial number of projects continuing to operate, our data indicate that the impacts of these projects may actually increase over time. Of those projects still in existence following the end of Federal support, over half have expanded their services and now serve more students. Moreover, 41 percent of institutionalized projects have increased their funding level. It should be noted that the increased funding level has occurred without the use of Federal funds; FIPSE's support was almost never replaced with funds from another Federal agency. Rather, the new support came from the host institution, client fees or tuition, state or local funds, or foundation grants.

The Fund's Management

NTS investigated two important aspects of the Fund's management: their distribution of grants and their project monitoring.

Grant Recipients

Since its inception in 1972, the Fund has supported a wide variety of projects located in broadly diverse institutions throughout the Nation. Each year approximately 2,000 proposals are submitted to the grant program. The diversity of institutions submitting these proposals suggests that the Fund is well known in the postsecondary educational community. As shown in Table 4, institutions which have received support

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*For the projects that have been completed for at least two years, we estimate that 50 percent have successfully become institutionalized. While this estimate is slightly lower than that for all completed projects, it is still substantially higher than the Rand estimate.

Table 4

Number and Percentage of Types of Institutions Receiving Grants from the Fund (N = 443)

Type of Institution	Projects Funded	
	Number	Percentage
University	172	39%
Four-year college	68	15
Two-year college	51	12
Community-based organization	39	9
Educational consortium	23	5
Professional or educational association	18	4
State or local education agency	17	4
Other	55	12
Total	443	100%

from the Fund include universities, two- and four-year colleges, community-based organizations such as the Citizens' Policy Center or the Federation of Southern Cooperatives, educational consortia such as Cooperating Raleigh Colleges or the Five Colleges, Inc., professional and educational associations, and state and local educational agencies.

In addition to the diversity of institutions receiving grants, our findings show that the Fund is neither duplicating the activities of other Federal agencies nor awarding grants to recipients of other Federal support. In fact, 33 percent of the Fund's Project Directors reported that the Fund is the first Federal agency to which they have applied for support. Moreover, 68 percent of the Project Directors indicated that their project could not have been established without a grant from the Fund.

The vast majority (about 70 percent) of the Fund's projects primarily direct their activities toward students. The remainder direct their services toward administrators, policy makers, counselors, or faculty members.

In general, project activities are oriented toward action rather than research with less than 10 percent of the Fund's projects focusing primarily on research. Among the action-oriented activities engaged in by the Fund's projects are direct instruction, individual assessment, faculty development, counseling, organizational or managerial improvement, brokering, competency-based education, and basic skills remediation. Table 5 presents the number and percentage of projects engaged in each of these activities.

Project Monitoring

A member of the Fund's professional staff monitors the progress of each project from the initial grant award through the submission of a final report. Each staff member is typically responsible for monitoring between 17 and 20 projects. For projects receiving support from the Fund for more than one year, the same staff member generally continues monitoring activities for the duration of the grant. Approximately two-thirds of the Fund's projects have had only one monitor.

Table 5

Number and Percentage of Projects Engaged in Different Types of Activities
(N = 443)

Activity	Projects Engaged in Activity*	
	Number	Percentage
Instructional services	330	74%
Individual assessment	301	68
Faculty development	300	68
Counseling	275	62
Organizational or management improvement	237	54
Brokering	219	50
Competency-based instruction	196	44
Basic skills remediation	186	42

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*The Fund's projects engage in more than one type of activity. Therefore these figures reflect a duplicated count.

The project officers monitor the progress and quality of the project through site visits, telephone and written correspondence, receipt of periodic progress reports, and discussions with Project Directors at the Fund's annual Project Directors Meeting. Although 32 percent of the projects were never visited, only five percent did not communicate by telephone, and only three percent did not meet at least once with their project officer at the annual Project Directors Meeting. Overall, Project Directors appeared to be satisfied with the Fund's frequency and method of communication. However, 26 percent of the projects would have preferred more frequent site visits and 14 percent would have preferred more telephone calls.

Over 90 percent of the Fund's Project Directors viewed the Fund's monitoring activities as helpful. Project Directors who had had previous experience with other Federal agencies overwhelmingly felt that the Fund's monitoring was superior.

Only about 33 percent of the Project Directors indicated that the Fund's monitoring activities substantially influenced their project. Areas most frequently affected are presented in Table 6. However, even though not substantially influenced, nearly 60 percent of the Project Directors indicated that the Fund's monitoring process helped in identifying and correcting specific problems (28 percent of the Directors indicated that their project encountered no problems while 13 percent indicated problems which were not helped by the monitoring process).

HYPOTHESES ABOUT THE FUND'S SUCCESS

As I stated at the beginning of my testimony, to those familiar with evaluations of other Federal educational programs the Fund's unqualified success should be a rare and pleasant surprise. We did not expect the Fund's projects to have multiple purposes and impacts; nor did we expect the projects to have such far-reaching impacts. However, the most unexpected finding was that the vast majority of the Fund's projects seem to have achieved continuing impacts on their host institution after the Fund's support has ended. In this portion of my

Table 6

Number and Percentage of
Project Areas Most Frequently Affected
by the Fund's Monitoring Activities
(N = 146)*

Project Area	Projects Affected by Monitoring**	
	Number	Percentage
Project's evaluation	101	70%
Project's general direction	90	61
Project's major activities or services	89	61
Project's budget	81	55
Project's dissemination	79	54
Project's staff	70	47
Project's duration	62	42

[*] Only 146 of the Fund's projects (about 33 percent of all projects) had any area substantially influenced by monitoring activities.

[**] The Fund's monitoring activities frequently affected more than one area of the project. Therefore these figures represent a duplicated count.

testimony I will present hypotheses about causes of the Fund's success in each of these three areas and about factors underlying the Fund's overall success as a Federal agency.

Multidimensional Projects

All of the Fund's projects had multiple purposes and impacts. We hypothesize that the Fund's unusual review process causes the selection of such multidimensional projects. The Fund has developed a two-stage process for reviewing grant proposals. The first-stage or "preliminary" proposals are initially reviewed by readers from the field of postsecondary education. Since the number of preliminary proposals that must be reviewed is large (ranging from 1500 to 2000), the number of readers who participate in the initial review is also large (approximately 150). The preliminary proposals and reader comments are next reviewed by small committees composed of members of the Fund's staff. The Fund then requests that a small group of applicants (about 300) submit an enlarged and more detailed second-stage or "full" proposal. The full proposals are initially reviewed by a select panel of three readers: one reader from the general field of postsecondary education, one from the specific area of postsecondary education addressed by the proposal, and one from the Fund's staff. The full proposals together with the panels' comments are then reviewed by the Fund's staff. The Fund then makes recommendations to its Board of Directors and final decisions are reached. Thus the Fund meticulously reviews each proposal in great detail and funds only those whose merit has clearly been demonstrated.

Most of the problems addressed by the Fund's projects are complex. We hypothesize that projects which have the highest probability of success are those which are "multidimensional," or focus on more than one aspect of a problem. We further hypothesize that the Fund's detailed review process causes the selection of projects with an extremely high probability of success. Multidimensional projects, because of their prospects for success, are selected more often than unidimensional projects.

Far-Reaching Impacts

The Fund's projects have achieved far-reaching impacts through the large number (approximately 14,000) of attempts at adaptation or replication of project activities by other postsecondary institutions or organizations. We hypothesize that dissemination of information about project operations and accomplishments has caused the large number of attempts at project adaptation or replication. The Fund encourages a project to include dissemination activities at the project's proposal stage, at its implementation and throughout the project's existence. Therefore, we further hypothesize that it is actually the Fund's encouragement and emphasis on dissemination activities that cause the far-reaching impacts.

Continuing Impacts

The Fund's projects have achieved continuing impacts on their host institution after the Fund's support has ended through a dramatically high rate of project institutionalization. We believe we now have sufficient knowledge to hypothesize about the causes of this high rate of institutionalization. First, the Fund seems to have avoided a major pitfall of other educational agencies: targeting money for specific, narrow objectives such as the implementation of a prepackaged curriculum. Instead the Fund has, through its eight broad objectives, established parameters within which members of the field of postsecondary education can develop projects to meet their own needs. The Rand study of "Federal Programs Supporting Change" found that projects were more likely to become institutionalized when the project's staff and participants felt that project activities were fulfilling local needs. The Fund's strategy requires that members of the host institution identify their own problems and create a plan which addresses those problems before they receive the Fund's support. This strategy provides strong local commitment to the projects.

Second, the Fund seems to use a strategy of critical intervention; that is, it provides support at a time that is critical for project survival and success. This strategy frequently allows a relatively small financial contribution to have important significance. It also provides "moral support" during periods of difficulty. Furthermore, it enables continuation by providing a sense of legitimacy that leverages other support both from within and outside of the host institution. In essence this strategy provides the spark needed after which the project can continue on its own momentum.

The Miami-Dade Community College's "Life Lab" project is only one example of the usefulness of the critical intervention strategy to project growth and continuation. An existing college program, "Life Lab" was in dire need of additional resources to develop an adequate support system to accommodate an ever increasing program participation rate. The Fund provided "Life Lab" with the necessary resources to develop such a system. Since the Fund's grant began, "Life Lab" has increased its enrollment from 80 to 600 students (approximately 5 percent of the student body of Miami-Dade Community College). Without the Fund's resources the support system would probably not have developed, and the program would not have been able to grow.

A final factor which I would like to mention is the Fund's emphasis on continuation even during a project's proposal stage. The Rand study found that educational projects were more likely to become institutionalized when continuation strategies were considered early in the project's development. The Fund emphasizes that proposals should include a plan for becoming self-supporting or for obtaining support from the host institutions. The Fund also stresses not only that the host institutions may be asked to contribute some support to the project, but also that the proportion of support from the Fund will diminish if a project award extends beyond one year. Our evaluation found that the proposal selection process reflected these emphases.

The Fund's Success as a Federal Agency

We believe that the Fund's success as a Federal agency has been amply demonstrated. We also believe that the Fund may be useful as a model for other Federal agencies attempting to produce change. Although we have not as yet been able to scientifically investigate the causes of the Fund's success as a change agent, we have begun to hypothesize. Our two major hypotheses concern the size of the Fund's staff and the Fund's responsiveness to the field. By usual standards, the Fund is a small Federal agency with a small staff. Some hypothesize that it is this "smallness" and a conscious resistence to growth, both atypical qualities for a Federal agency, that are the Fund's secret of success. Others hypothesize that it is the Fund's receptivity to ideas generated within the field of postsecondary education itself that is the underlying cause of its success. We are currently in the process of proposing additional research tasks to enable us to establish which of these hypotheses, if either, is correct. We feel that lessons learned from such a study of the causes of the Fund's success would be valuable to Congress and to the administration whenever a new Federal program or agency is planned or created.

ADDITIONAL ANALYSES

NTS would be pleased to perform any additional analyses or to provide any additional data that would be helpful to the Subcommittee in its future considerations of the Fund's reauthorization. We would also be pleased to attempt to answer any questions about this statement or the report which was submitted to the Subcommittee.

I appreciate the Subcommittee's courtesy in providing NTS with this time to present our findings. Thank you.

STATEMENT OF SOL PELAVIN, VICE PRESIDENT, SOCIAL SCIENCE RESEARCH DIVISION, NTS RESEARCH CORP., DURHAM, N.C.

Mr. PELAVIN. Thank you, Mr. Chairman and members of the committee.

I am honored to have been invited to be part of this panel and to appear before the subcommittee to discuss our evaluation of the Fund for the Improvement of Postsecondary Education.

Since October 1978, NTS has been conducting an evaluation of the Fund for the Office of the Assistant Secretary for Planning and Evaluation of the Department of Health, Education, and Welfare.

My testimony is based on findings from our evaluation, which is being done as part of ASPE's preparation for the Fund's upcoming reauthorization. However, today I am not presenting the views of ASPE or DHEW but my own judgments, drawn from our study's results to date.

My presentation has three major purposes: First, to summarize our judgments regarding the Fund's successes and to present some of the data upon which these judgments are based; next, to discuss hypotheses about causes of the Fund's successes, and, finally, to attempt to determine what additional data and analyses the subcommittee would find helpful in its future considerations of the fund's reauthorization.

At the beginning of my testimony, I would like to state the most important conclusion that the evaluation has reached to date:

Overall, we judge the Fund to be an extremely successful program. To those familiar with evaluations of other Federal education programs, this finding may be a pleasant surprise.

It is not common for evaluators to make such unqualified summative judgments. It is even rare for these judgments to be positive. Yet, when judged by any of a number of criteria, the Fund should be considered an unqualified success.

The findings I will be presenting today are organized around two general questions which have formed the basis of our evaluation.

Are the projects supported by the Fund successful, and is the Fund a well-managed Federal agency?

The answers to these questions are based on an analysis of the Fund's operations and data from a recently completed survey of the Fund's past and present project directors. Additionally, information from case studies of a sample of the fund's projects is included where appropriate.

To determine the degree of success of the group of projects supported by the Fund, we applied five increasingly stringent criteria. The most basic criterion that we thought the fund's projects should meet was that each project's activities should be consistent with congressional intent.

In the Fund's authorization legislation Congress identified eight purposes for which grants and contracts may be awarded. All of the projects supported by the Fund have addressed at least one of these objectives. Furthermore, 96 percent of the projects simultaneously addressed at least five of the eight purposes.

The second criterion used for judging project success was the projects' actual accomplishments. Foremost among these accomplishments were the following:

Seventy-nine percent of the Fund's projects led to impacts beyond the operations of the host institution.

Seventy-three percent of the Fund's projects contributed significantly to improving the climate for acceptance of innovation within the host institution.

Sixty-five percent of those projects whose primary beneficiaries were students served a significant number of nontraditional students; that is, students who have traditionally not been adequately served by institutions of postsecondary education.

Included among nontraditional students are the handicapped, the aged, houseworkers, offenders and ex-offenders, members of minority groups, and persons from low-income families.

In addition, 97 percent of the projects had impacts in at least one of the following areas: enhanced career opportunities, improved instructional techniques, increased access to postsecondary educational opportunities, reduced cost of educational services, direct improvement in student learning, and increased services to the community. Furthermore, over half of the projects achieved at least five of these criteria.

The preceding discussion that the Fund's projects do not each have a single purpose, nor can they be simply classified according to their type of impact. Rather, the majority of projects have multiple purposes and diverse impacts. This multidimensionality substantially enhances the value of each project and may be a key to why the Fund's projects are successful.

The Fund's projects have an impressive list of accomplishments, one I believe that Congress can be proud of. However, these accomplishments are even more impressive when the projects' impacts are far reaching and continuing.

To determine whether or not the Fund's projects have met these final two most stringent criteria we investigated the extent to which information about the projects was disseminated, the degree to which projects' activities were adopted or adapted at another institution, and the number of projects which continued after the Fund's support had ended.

Information about the Fund's projects has been widely disseminated. The fund itself distributes information about its current projects in its annual publication, Resources for Change. Three thousand copies of the Fund's 1979 edition were printed and distributed.

However, the primary source of information about the fund's projects are the projects themselves. Eighty-seven percent of the projects have disseminated some type of information about their activities. Table 3 presents data on the types of information that projects disseminate.

The most frequently disseminated information concerns projects' accomplishments or impacts; 78 percent of the projects have distributed this information in response to over 279,000 requests from institutions of postsecondary education.

We infer that this large amount of dissemination activity is the cause of 64 percent of the Fund's projects reporting that other institutions of postsecondary education have attempted to adapt aspects of their project's activities, philosophies, or objectives.

In all, approximately 14,000 postsecondary institutions or organizations have attempted such adaptation. Moreover, over 1,000 institutions have attempted to replicate completely the activities of one of the Fund's projects.

Based on the large amount of information being disseminated and the large number of attempts at adaptation or replication, we have concluded that the impact of the Fund's projects is significantly more far reaching than the number of projects supported by the fund would suggest.

From its beginning in 1973 through fiscal year 1979, the Fund has supported more than 500 projects. To determine what occurs after the fund's support has ended, we investigated approximately 322 projects which were about to be completed.

We estimated that 70 percent of the 271 projects which had continuation potential met all three criteria; thus we estimated that 70 percent of the projects that attempted to become institutionalized actually succeeded.

This percentage is particularly remarkable in light of the results of Rand's recently completed study of "Federal Programs Supporting Change."

Of those projects still in existence following the end of Federal support, over half have expanded their services and now serve more students. Moreover, 41 percent of institutionalized projects have increased their funding level.

It should be noted that the increased funding level has occurred without the use of Federal funds; FIPSE's support was almost never replaced with funds from another Federal agency. Rather, the new support came from the host institution, client fees or tuition, State or local funds, or foundation grants. Thus the Fund's projects have met all five of our criteria and, therefore, we judge them to be extremely successful.

NTS investigated two important aspects of the Fund's management; their distribution of grants and their project monitoring.

Since its inception in 1972, the Fund has supported a wide variety of projects located in broadly diverse institutions through the Nation. Each year approximatley 2,000 proposals are submitted to the grant program. The diversity of institutions submitting these proposals suggests that the Fund is well known in the postsecondary educational community.

Institutions which have received support from the Fund include universities, 2- and 4-year colleges, community-based organizations such as the Citizens' Policy Center or the Federation of Southern Cooperatives, educational consortiums such as Cooperating Raleigh Colleges or the Five Colleges, Inc., professional and educational associations, and State and local educational agencies.

In addition to the diversity of institutions receiving grants, our findings show that the Fund is neither duplicating the activities of other Federal agencies nor awarding grants to recipients of other Federal support. Moreover, 68 percent of the project directors indicated that their project could not have been established without a grant from the Fund.

In general, project activities are oriented toward action rather than research with less than 10 percent of the Fund's projects focusing primarily on research.

The project officers monitor the progress and quality of the project through site visits, telephone and written correspondence, receipt of periodic progress reports, and discussions with project directors at the Fund's annual project directors' meeting.

Over 90 percent of the fund's project directors viewed the Fund's monitoring activities as helpful. Project directors who had had previous experience with other Federal agencies overwhelmingly felt that the Fund's monitoring was superior, plus the Fund appears to be a well-managed Federal agency.

As I stated at the beginning of my testimony, to those familiar with evaluations of other Federal educational programs the fund's unqualified success should be a rare and pleasant surprise.

We did not expect the Fund's projects to have multiple purposes and impacts, nor did we expect the projects to have such far-reaching impacts.

However, the most unexpected finding was that the vast majority of the Fund's projects seem to have achieved continuing impacts on their host institution after the Fund's support has ended.

In this portion of my testimony I will present hypotheses about causes of the Fund's success in each of these three areas and about factors underlying the Fund's overall success as a Federal agency.

The Fund's projects have achieved continuing impacts on their host institution after the Fund's support has ended through a dramatically high rate of project institutionalization. We believe we now have sufficient knowledge to hypothesize about the causes of this high rate of institutionalization.

First, the Fund seems to have avoided a major pitfall of other educational agencies; targeting money for specific, narrow objectives such as the implementation of a prepackaged curriculum.

Instead the Fund has, through its eight broad objectives, established parameters within which members of the field of postsecondary education can develop projects to meet their own needs.

The Rand study of "Federal Programs Supporting Change" found that projects were more likely to become institutionalized when the project's staff and participants felt that project activities were fulfilling their needs.

The Fund's strategy requires that members of the host institution identify their own problems and create a plan which addresses those problems before they receive the Fund's support. This strategy provides strong local commitment to the projects.

Another factor which I would like to mention is the Fund's emphasis on continuation even during a project's proposal stage. The Fund emphasizes that proposals should include a plan for becoming self-supporting or for obtaining support from the host institutions.

The Fund also stresses not only that the host institutions may be asked to contribute some support to the project, but also that the proportion of support from the Fund will diminish if a project award extends beyond 1 year. Our evaluation found that the proposal selection process reflects these emphases.

We believe that the Fund's success as a Federal agency has been amply demonstrated. We also believe that the Fund may be useful as a model for other Federal agencies attempting to produce change. Although we have not as yet been able to scientifically investigate the causes of the Fund's success as a change agent, we have begun to hypothesize.

Our two major hypotheses concern the size of the Fund's staff and the Fund's responsiveness to the field.

By usual standards, the Fund is a small Federal agency with a small staff. Some hypothesize that it is this smallness and a conscious resistance to growth, both atypical qualities for a Federal agency, that are the Fund's secret of success.

Others hypothesize that it is the Fund's receptivity to ideas generated within the field of postsecondary education itself that is the underlying cause of its success. We are currently in the process of proposing additional research tasks to enable us to establish which of these hypotheses, if either, is correct.

We feel that lessons learned from such a study of the causes of the Fund's success would be valuable to Congress and to the Administration whenever a new Federal program or agency is planned or created.

NTS would be pleased to perform any additional analyses or to provide any additional data that would be helpful to the subcommittee in its future considerations of the Fund's reauthorization.

We would also be pleased to attempt to answer any questions about this statement or the report which was submitted to the subcommittee.

I appreciate the subcommittee's courtesy in providing NTS with this time to present our findings.

Thank you.

Mr. WEISS. Thank you very much. We will hold off questioning until all the testimony has been completed.

Mr. SYMINGTON. Thank you, Mr. Chairman.

Thank you, Mr. Pelavin. I would like now, Mr. Chairman, to present my predecessor as Chairman of the Board of Advisers, a gentleman who, one might say, was present at the creation of the Fund back in 1972, the author of the Newman Report on higher education, which was conducted along with its followup by Secretary Finch and Secretary Richardson. An eminent educator in the United States, Dr. Frank Newman, president of the University of Rhode Island.

STATEMENT OF DR. FRANK NEWMAN, PRESIDENT, UNIVERSITY OF RHODE ISLAND, KINGSTON, R.I.

Dr. NEWMAN. Thank you, Mr. Chairman.

I must say after that introduction I feel elderly.

I would like, if I could, comment on three past concerns the Board had and one future concern that I think exists.

You mentioned, Mr. Chairman, that the Fund had been operating, in your remarks, the Fund has been operating relatively quietly and I think it certainly is true that it has been a small institution within the Federal Government.

One of the concerns the Board had originally was whether or not the Fund, as a small agency and also devoted to the question of innovation and change in higher education, whether it would be accepted by the major universities and colleges of the country.

If it were accepted, would the acceptance of those institutions, would their interest in the Fund tend to drive out the nontraditional and smaller institutions?

I think over the years the flow of proposals which has now become quite large and is really only limited at this point by the odds against success, the flow of proposals has indicated that that has not been true. It is largely because of the Fund's staff insistence on a balanced relationship.

If you look at the proposals now as they come in, they come from a broad array of institutions, from the best known to completely unknown institutions. That has been a mark of success that the Fund started with.

The second concern the Fund had was whether or not it would be possible to create a kind of community of scholars interested in the field of innovation in education itself.

In the postwar period, one of the things that went very successfully in American education was the creation of a community of scholars in the research field, the establishment of the NSF, and so on, was an extraordinary step in building a community of American researchers.

If you go back to the prewar period, the United States was really second rate in research, and by the end of the 1960's when the Fund was first considered, early 1970's, the United States had become the dominant researcher in the country, and it was in large part because we were able to establish a grant system and a community of scholars.

The Fund has in fact created a community of educational innovators and gotten them in touch with each other and the Fund staff itself has become, as was just mentioned, a resource available to the higher education community and have been at pains to make that knowledge available to them which I think is extraordinary.

Another concern of the Board originally was the question of efficiency and that has already been touched on, so it's not appropriate perhaps to spend more time on it, except to say that one of the advantages of a grant-concentrating agency as opposed to a more usual format within higher education in the Federal Government is that, as times change, the programs change.

There is a natural evolution that occurs, and that has kept the Fund, I think, efficient.

The Fund has already, as already mentioned in the evaluation report, worked hard at getting the money where it ought to be which is out in the grants.

The one concern I wanted to mention with regard to the future, I think, most presidents of colleges and universities at the moment are as concerned beyond the question of survival of their institutions, and the economic well-being of them, are concerned about the question of the stagnation of higher education.

We are in a period of time when the forces for status quo and stagnation are very strong, and these forces include a variety of pressures, limited resources, unionization, pressure from the Federal Government itself and various agencies of it, making the status quo a more feasible thing, and change more difficult, and yet obviously it's a period of time in which American higher education ought to be changing.

It seems to me it's a time when the Fund serves—while its purposes were important when it was established, I think to everyone's—certainly my surprise at the time—the purposes are more important now than they were then.

I would hope that the Congress would consider a steady measured growth in the Fund, which I think is now ready for coming out of that kind of relatively quiet and obscure role that you were describing.

Thank you.

[Dr. Newman's statement follows:]

Frank Newman July 13, 1979

STATEMENT FOR THE

FUND FOR THE IMPROVEMENT OF POSTSECONDARY EDUCATION

2175 Rayburn House

The Fund for the Improvement of Postsecondary Education was started as an experiment in the early 1970's. It followed a remarkable period of growth and development of American Postsecondary Education in the 1950's and 1960's. The development left our institutions of postsecondary education the most open and yet most effective in the world. But like any part of society, the institutions, as they settled into their new role and expanded, tended to resist change and often failed to address some of the serious problems they faced.

The nub of the experiment was whether a small federal agency could encourage innovation in something as large as American postsecondary education; whether it could help the development of new kinds of postsecondary education designed to serve those people who were untouched by or left out of the conventional institutions; whether it could make the existing colleges and universities more open; whether it could make them more effective in the intellectual development of their students; whether it could encourage them to be more straightforward in describing their programs so that potential students could make better choices as to which one to attend; in short, whether postsecondary education could be encouraged, prodded, helped toward moving itself in the direction of self-improvement that is so hard to achieve.

The Congress, in my opinion wisely, started the Fund on a very small scale. Its very size allowed it to work out the most effective modes of operating, when the risk was small and it was itself little known even in the world of higher education.

One of the early concerns of the Board was whether the Fund, dedicated as it was to innovation and change, would be accepted, by well established colleges and universities. Over the years the flow of proposals has become so large and covered such a wide range of institutions -- from the best known universities to the least known community activity -- that this is no longer an issue. There is intense competition for FIPSE grants and they are seen by the higher education community as a badge of success.

Another concern was whether it would be possible to create a sense of prestige and a sense of community among those educational innovators who came forward with proposals, much the way that the establishment of the National Science Foundation and the other federal grant agencies had done for university researchers. It is important to remember that federal grants in the research areas, including not only the sciences but medicine, social sciences, and all other scholarly fields helped transform American research from a modest part of university activities to a major role and from a laggered position in the world to a position of world leadership. While the FIPSE effort has been on a vastly smaller scale, it has already demonstrated that the role of educational innovator can be given a new kind of status. By its meetings of project directors, FIPSE has helped to create an important new community of educators interested in change and innovation within higher education.

Another concern of the Board was that the agency be efficient in the use of the funding. By working with a small staff, FIPSE has managed to put the money where it belongs namely out into the operating grants themselves, not into a large central staff in Washington. The small staff has itself become a valuable resource as probably the best informed group in the United States about the nature of educational innovation. Through a variety of programs, they have taken pains to help disseminate to the entire academic community the useful knowledge they themselves are gaining as a result of the large flow of proposals and the experience of monitoring the funded projects.

As one looks ahead to the 1980's, the fear of most presidents of universities and colleges these days is that the forces pressing on them, including some of the pressures of the federal government itself, will tend to make change increasingly difficult and may lead to a stagnation in higher education. But the process of education is inherently a process of risk-taking. Good teaching depends fundamentally on a willingness to search for new ideas and new ways to learn to expand the horizons of both the teacher and the student. This small agency has already demonstrated that it has the capacity to have a major influence on a very large postsecondary education system.

The major limitation in the effectiveness of the Fund for the Improvement of Postsecondary Education now that its method of operation has been worked out and proven is the size of its appropriation. I would urge the Congress to consider a measured but steady growth in the funding for FIPSE so that it can begin to have a growing impact on the world of postsecondary education.

Mr. WEISS. Thank you very much.

Mr. SYMINGTON. Thank you again, and I want to thank Dr. Newman who, it is clear to the committee, has a very long and clear perspective of events in American education, for bringing that perspective to bear on the work of the Fund. He has been of tremendous value to the staff of the Fund and its Director, and all of us connected with it.

We are very grateful to Frank Newman.

I would like to present to you Ms. Mattie Cook, the administration director of Malcolm-King: Harlem College Extension.

She has been a Board member for some time, and an extremely valuable member of the Board.

I might say that one of her own programs for getting adult minorities back into the educational mainstream received an award from the Academy for Educational Development.

I think it was one of 12 awards out of 400 nominations that have been made. I think FIPSE projects took 5 out of the 12.

Ms. Cook can, I am sure, enlighten the committee on the aspects of her work that are relevant to the work of the Fund.

I would like to present to you and members of the committee Ms. Mattie Cook.

Mr. WEISS. It's a special pleasure to welcome Ms. Cook to Washington. I had the occasion to meet with her and other people involved in various Fund programs at my office in New York.

STATEMENT OF MATTIE COOK, PRESIDENT, MALCOLM-KING: HARLEM COLLEGE EXTENSION, NEW YORK, N.Y.

Ms. COOK. Thank you very much, Mr. Symington and Chairman Weiss, for remembering our meeting last week.

I would like to make one little correction. My title is president at Malcolm-King College, and that happened as a result of some of the work that we have been able to do.

Mr. WEISS. The record will be corrected.

Ms. COOK. I am Mattie Cook, president of Malcolm-King: Harlem College Extension in Harlem.

Being invited to testify at a hearing that concerns the funding for the Fund for the Improvement of Postsecondary Education, or FIPSE, as we fondly call it, is a pleasure.

Malcom-King and I have had the distinction of being affiliated with FIPSE in several capacities; first, as a project director for a funded program in 1974.

Second, as a member of a national demonstration program under project II in 1976.

Third, serving on the Board in 1977 and, finally, being a member of another FIPSE funded program for community based education, the Clearinghouse for Community Based Free Standing Educational Institutions.

As a result of this, Malcolm-King has strengthened its position academically, fiscally, and politically.

Let me give you a few concrete examples of what FIPSE has done for Malcolm-King. The first funding to Malcolm-King was to:

One, strengthen student supportive services by investigating and researching the supportive services needed for older adults.

Two, assist Malcolm-King in the stability and creditability it needed for official licensing bodies such as the Commission on Education of Middle States Association of Colleges and Schools and the Regents of the State of New York.

Three, study a tuition plan and its impact on the college's stability when and if established. All of the above were accomplished. Moreover, it was a beginning of a new era at Malcolm-King.

A development office for fund raising, public relations, proposal writing, and institutional research was established. This department is now a vital part of Malcolm-King's life's blood.

As a result of some of the activities above, Malcolm-King's reputed success with supportive services earned us a grant along with 10 other colleges to prove or disprove, document and disseminate information on providing successful and supportive courses in counseling and remediation to academically underprepared students. Here is an example of its success:

At Malcolm-King's 11th commencement on June 9, Junius Robinson was awarded the English prize for the graduate who showed the most promise as a writer.

Mr. Robinson began Malcolm-King in a remedial writing class. He is a perfect example of the success we have in working with students who because they have been out of school for years need to brush up, or, in some cases, learn for the first time, reading and writing skills.

Not only is Mr. Robinson's fine writing known to us at Malcolm-King; in the fall of 1978 he had an article, "The Importance of Electronic Funds Transfer on the Poor," published in Cabin, a national journal of the Consumer Activity in Banking and Insurance, Inc.

FIPSE's willingness to support innovative and unusual programs in higher education is well established. Two FIPSE-sponsored programs, "Project II: Alternatives to the *Revolving Door and Networks*," have afforded the analysis and exchange of ideas that are crucial to the improvement of supportive services for nontraditional college students.

In project II a consortium of exemplary programs was formed in order to come to a deeper understanding of why and how these programs are successful in serving their students.

Networks explored and shared components which could be appropriately adopted or adapted by other institutions. We found that not all nontraditional students are alike, and no one strategy suits all populations. Programs varied from computer-assisted instruction to intensive, aggressive counseling.

Sophisticated research tools and prominent consultants were utilized to gather and interpet data; however, the personal exchange among the participants provided a tremendous qualitative enrichment.

Since project II and Networks, Malcolm-King has continued to conduct research and evaluation and to share our strengths with other programs, equipped with a new awareness of the complexity of our mission.

We feel that not only have these FIPSE programs given nourishment and impetus to Malcolm-King and the other participating institutions, but they have also made substantial contributions to adult learning and the future of higher education.

In 1977–78 I was invited to serve on the National Advisory Board of FIPSE. It was a tremendous learning experience for me and Malcolm-King because of its diversity geographically, ethnically, and academically. Let me share with you a personal experience which sums up the value of this FIPSE experience.

Serving on the National Advisory Board taught me a lesson in understanding, appreciation, and cooperation that I thought I had long before acquired.

Being a New Yorker who had a full knowledge and awareness of most of the problems of the urban setting and one who was trying through education to correct the injustices that urban life imposed upon blacks, I naturally found myself in a state of outrage and indignation when another Board member from a very mid-American, small population State seemed to attack many of the programs designed to relieve educational poverty.

My immediate reaction was, "Don't respond; just turn down the sound; she will stop eventually." But she didn't. I knew then I must listen, try to understand, and respect her right to be heard if I expected the same courtesy from her and other Board members.

More importantly, we had been selected to share and broaden our views and make education through FIPSE more responsive to all segments of society for the benefit of all people. When I acknowledged my responsibility to the Board there was more interest and awareness to hear from me more about programs that had educational benefits to minority populations.

The moral of this story is that the midwestern member and I became friendly and shared much information about our different life styles, personally and professionally. We left the Board not completely accepting each other's interest, concerns, et cetera, but certainly we had both experienced a lifetime lesson in understanding and acceptance based on knowledge. FIPSE is all about better ways of learning.

A little band of projects and project directors who did not resemble anything else in the FIPSE aggregation expressed their concerns and a feeling of alienation at a national FIPSE project meeting. But among us there was one strong identifiable characteristic: We all served a minority population in a most untraditional fashion.

We all were educational agents, strongly community based, controlled with emphasis on economic, academic, or social development. FIPSE funded the clearinghouse and as a member of this group Malcolm-King was enabled to move closer toward its mission of independence as a result of a peer review sponsored and funded through CBFSEI.

In conclusion and speaking specifically for institutions such as Malcolm-King, we might never have lasted 10 years, served over 10,000 students, concluded each year without a fiscal deficit, and brought new hope to a desperate Harlem had not the Fund for the Improvement of Postsecondary Education been around and visionary enough to realize the great impact we could have on education if given an opportunity.

Lest you think our tasks were easy and uncontrolled, I assure you that the FIPSE staff did not intrude but were very insistent upon quality performance, compliance to standards, and they were readily accessible for assistance.

I am strongly in favor of continuing funding for such a unique program.

[Prepared statement of Mattie Cook follows:]

PREPARED STATEMENT OF MATTIE COOK, PRESIDENT OF MALCOLM-KING: HARLEM COLLEGE

I am Mattie Cook, President of Malcolm-King: Harlem College Extension in Harlem. Being invited to testify at a hearing that concerns the funding for the Fund for the Improvement of Post Secondary Education (or FIPSE as we fondly call it) is a pleasure.

Malcolm-King and I have had the distinction of being affiliated with FIPSE in several capacities: First, as a Project Director for a funded program in 1974. Second as a member of a national demonstration program under Project II in 1976. Third, serving on the Board in 1977 and finally being a member of another FIPSE funded program for community based education, the Clearinghouse for Community based Free Standing Educational Institutions. As a result of this, Malcolm-King has strengthened its position academically, fiscally, and politically.

Let me give you a few concrete examples of what FIPSE has done for Malcolm-King. The first funding to Malcolm-King was to

1. strengthen student supportive services by investigating and researching the supportive services needs for older adults.

2. assist Malcolm-King in the stability and creditability it needed for official licensing bodies such as the Commission on Education of Middle States Association of Colleges and Schools and the Regents of the State of New York.

3. study a tuition plan and its impact on the college's stability when and if established. All of the above were accomplished - more over it was a beginning of a new era at Malcolm-King.

A Development Office for fundraising, Public Relations, proposal writing and institutional research was established. This department is now a vital part of Malcolm-King's life's blood.

Project II

As a result of some of the activities above, Malcolm-King's reputed success with supportive services earned us a grant along with 10 other U.S. colleges to prove or disprove, document and disseminate information on providing successful and supportive courses in counselling and remediation to academically underprepared students. Here is an example of its success.

Junius Robinson Story - At Malcolm-King's eleventh commencement on June 9, Junius Robinson was awarded the English Prize for the graduate who shows the most promise as a writer.

Mr. Robinson began Malcolm-King in a remedial writing class. He is a perfect example of the success we have in working with students who because they have been out of school for years need to brush up (or, in some cases, learn for the first time) reading and writing skills.

Not only is Mr. Robinson's fine writing known to us at Malcolm-King; in the Fall of 1978 he had an article, "The Importance of Electronic Funds Transfer on the Poor", published in CABIN a national journal of the Consumer Activity in Banking and Insurance, Inc.

INSERT 2.

Oakwood College
HUNTSVILLE ALABAMA 35806

February 20, 1979

Mrs. Marshall
Registrar
Malcolm King Harlem College Extesion
22 E. 128th Street
New York, N. Y. 10035

Dear Mrs. Marshall:

I graduated from Malcolm King in 1975.

Please send my transcript to: Mrs. Lillian Green
Registrar
Oakwood College
Huntsville, Al. 35806

I have been living in Huntsville, Al. since October 1977. It has been a year of enlightenment, joy and sometimes sorrow. God has given me the opportunity and privilege to work as an associate dean at Oakwood College.

During the coming summer I hope to visit New York, and have a chance to see you. Many thanks.

Sincerely,

Myrtle Bowleg

Myrtle Bowleg

P. S. Thanks for your encouragement in the Reading Skills class. May God continue to bless you. (I miss New York --- Yet I am beginning to appreciate Alabama SMILE.)

INSERT 3.

BOROUGH OF MANHATTAN COMMUNITY COLLEGE
THE CITY UNIVERSITY OF NEW YORK
1633 BROADWAY, NEW YORK, N.Y. 10019

January 25,1979

Student Affairs

Dr. Kenneth COttrell
Dean of the College
Malcolm-King Harlem College Extension
22 East 128th Street
New York, New York 10035

Dear Dr. Cottrell:

We would like to take this opportunity to thank Carol Stevens and her staff, Kitty Ellison, Booker Quattlebaum and Gloria Bright who, on November 28,1978, conducted a Study Skills Workshop at the Borough of Manhattan Community College for our Uptown Counseling Center staff. The workshop was very stimulating, interesting and informative. It also provided assistance and guidance for us in the development of a similiar program by our counseling staff, which is slated to begin in February of this year.

We express our appreciation to Mrs. Stevens and staff for sharing their knowledge and experiences with us. This workshop was definitely an example of what Dr. King and Malcolm X spoke of as well as practiced and is the basis for the development of Malcolm-King Harlem College Extension. Thank you for your concern and efforts.

Sincerely yours,

Prof. Richard Jones
Supervisor
Uptown Counseling Center

RJ/

See Insert 2.

See Insert 3.

FIPSE's willingness to support innovative and unusual programs in higher education is well established. Two FIPSE sponsored programs - Project II: Alternatives to the Revolving Door and Networks have afforded the analysis and exchange of ideas that are crucial to the improvement of supportive services for non-traditional college students. In Project II a consortium of exemplary programs was formed in order to come to a deeper understanding of why and how these programs are successful in serving their students. Networks explored and shared components which could be appropriately adopted or adapted by other institutions. We found that not all non-traditional students are alike, and no one strategy suits all populations. Programs varied from computer assisted instruction to intensive, aggressive counseling.

Sophisticated research tools and prominent consultants were utilized to gather and interpret data; however, the personal exchange among the participants provided a tremendous qualitative enrichment.

Since Project II and Networks, Malcolm-King has continued to conduct research and evaluation and to share our strengths with other programs, equipped with a new awareness of the complexity of our mission. We feel that not only have these FIPSE programs given nourishment and imputus to Malcolm-King and the other participating institutions, but they have also made substantial contributions to adult learning and the future of higher education.

FIPSE National Advisory Board

In 1977-78 I was invited to serve on the National Advisory Board for FIPSE. It was a tremendous learning experience for me and Malcolm-King because of its diversity geographically, ethnically, and academically. Let me share with you a personal experience which sums up the value of this FIPSE experience.

Serving on the National Advisory board taught me a lesson in understanding, appreciation and cooperation that I thought I had long before acquired.

Being a New Yorker who had a full knowledge of most of the problems of the urban setting and one who was trying through education to correct the injustices that urban life imposed upon blacks, I naturally found myself in a state of outrage and indignation when another board member from a very mid-american, small population state seemed to attack many of the programs designed to relieve educational poverty. My immediate reaction was - "don't respond" - "Just turn down the sound; she will stop eventually". But she didn't. I knew then I must listen, try to understand and respect her right to be heard if I expected the same courtesy from her and other board members. More importantly, we had been selected to share and broaden our views and make education thru FIPSE more responsive to all segments of society for the benefit of all people. When I acknowledged my responsibility to the board there was more interest and awareness to hear from me more about programs that had educational benefits to minority population. The moral of this story is that the mid western member and I became friendly and shared much information about our different life styles, personally and professionally. We left the board not completely accepting each other's interest, concerns, etc. but certainly we had both experienced a life time lesson in understanding and acceptance based on knowledge. FIPSE is all about better ways of learning!

C.B.S.F.E.I.

A little band of Projects and Project Directors who did not resemble anything else in the FIPSE aggregation expressed their concerns and a feeling of alienation at a National FIPSE Project meeting. But among us there was one strong identifiable characteristic: we all served a minority population in a most untraditional fashion. We all were educational agents, strongly community-based, controlled with emphasis on economic, academic, or social development. FIPSE funded the Clearinghouse and as a member of this group Malcolm-King was enabled to move closer towards its mission of independence as a result of a peer review sponsored and funded thru C.B.F.S.E.I.

In conclusion and speaking specifically for Institutions such as Malcolm-King we might never have lasted 10 years, served over 10,000 students, concluded each year without a fiscal deficit, and brought new hope to a desperate Harlem had not the Fund for Post Secondary Education been around and visionary enough to realize the great impact we could have on education if given an opportunity. Lest you think our tasks were easy and uncontrolled, I assure you that the FIPSE staff did not intrude, but were very insistent upon quality performance, compliance to standards, and they were readily accessible for assistance.

Cutting the funds for the Fund for Post Secondary Education would deny many americans the accessibility to education, to citizenship, and the rights guaranteed under the Constitution.

Mr. **Weiss**. Thank you.

Mr. **Symington**. Thank you, Mr. Chairman. Thank you, Mattie, for that fine statement.

Mr. Chairman and committee members, you can appreciate we do have a lively Board. We have a great many different views and perspectives to ventilate in the course of our deliberations, and I think that is one of the contributions the Board makes to the work of the staff and Director.

Mr. **Symington**. I would like now, sir, to ask our fifth witness, Dr. Murray Frank, to address you. He is dean, University of Massachusetts. He came to us really through the labor movement initially. His specialty is delivering services to working adults. These are programs that I think emerged more recently in the fund and are quite exciting. We are grateful to have Dr. Frank with us to tell you a little more about them. Dr. Frank.

STATEMENT OF DR. MURRAY FRANK, DEAN OF COLLEGE III, UNIVERSITY OF MASSACHUSETTS-BOSTON, BOSTON, MASS.

Dr. **Frank**. Thank you, Mr. Symington.

Mr. Chairman, it is a pleasure for me to participate in these discussions, and if I may add, a particular and important personal pleasure to appear before you in this place and this time and for these purposes.

I submitted a prepared statement, a brief one; and when one is the fifth speaker on a panel, one begins to run out of new contributions to make. If I may, I will depart from that statement.

Mr. **Weiss**. Certainly. Your statement will be entered in full in the record.

[Prepared statement of Dr. Murray Frank follows:]

Sub-Committee on Post Secondary Education
U.S. House of Representatives
July 13, 1979

Statement by Murray Frank
Dean, College of Public and Community Service
University of Massachusetts/Boston

Mr. Chairman, I am Murray Frank. Thank you for this opportunity to participate in your consideration of the Fund for the Improvement of Post-Secondary Education.

I believe that I bring a somewhat unusual perspective to this discussion--both with respect to post-secondary education and to FIPSE.

I work for the University of Massachusetts, on its Boston campus. I am Dean of one of the Boston Colleges, The College of Public and Community Service (CPCS). The University was established over 100 years ago, in the land grant tradition, with a record of important contributions to the State. The Boston campus is 16 years old. My College is 6 years old. In Boston, we continue to struggle, to search for answers to the issues concerning how a public--tax supported --institution of higher learning connects with and serves an urban population and becomes a partner with that population and its institutions in dealing with urban problems. How the land grant concept gets applied to the inner city may be the most exciting question in American education today.

Early in June, 110 of our students received B.A. degrees at the UMass/Boston graduation. Average age - 35; half women; 30% minority; some are going on to graduate school, the majority are going back to community and public service.

Before coming to Boston, I worked for a labor union, The Municipal Employees of New York City--Council 37 of the American Federation of State, County and

Municipal Employees. I was Associate Director for education and helped operate the largest union-sponsored adult education program in the country.

By way of establishing credentials and credibility, I think I'd better add that I have a Ph.D. and have taught in several more traditional university settings.

Each of the two institutions mentioned above where I have worked--the union in New York and the University of Massachusetts--has received a FIPSE grant. In Boston, the grant helped my predecessors in planning and starting the College with its special focus on serving urban, non-traditional, adult students.

At the union, I wrote the FIPSE proposal and directed the grant-supported program. FIPSE gave us the support and sanction we needed to identify and develop the kind of support services and mechanisms we needed to help union members gain proper access to post-secondary education.

Because of the union job and the FIPSE connection, I had relationships with several other FIPSE supported programs, and have become quite familiar with its staff and its work.

I have one other distinction: both institutions (the union and the University) applied for second grants. And in both cases, we were turned down.

This combination of experiences in the public as well as the private, non-profit, sectors of education; with designing and offering education and training programs to an adult, "non-traditional" population; with exploring the connections between work and study; and with FIPSE over several years--gives me license to participate in these discussions.

I don't think it is possible or appropriate in a brief testimony to describe in detail the changes taking place in American education today, or to describe the changes in America which necessitate a re-evaluation of education's role. Other witnesses, I am sure, have discussed with the Committee the changing structure of the population to be served, the new relationships between school and work, and the new responsibilities of educational institutions in regard to social problems.

In the face of these dramatic changes, American education must adapt, innovate, re-assess, and change. One must add that there are very few if any institutions in America today that have more difficulty in initiating and accepting change.

It can be rather easily demonstrated that no other agency or institution has had as much influence or impact in bringing about institutional change in American education as this small, $12 million, FIPSE operation.

As small as FIPSE is, its size, the size of its grants, the quality of its staff, and its mission, have combined to make it a significant factor in the academic community.

First and foremost, it seems to me, is that FIPSE gives sanction to the questioning and re-assessment of purpose and function that education must engage in. It gives permission to try new approaches, to demonstrate new models--and it gives permission to fail, to experiment, to discover what works and what doesn't and why, without the usual fears that accompany tests of new approaches.

In general, FIPSE's grants are quite small. Nevertheless, competition for grants and the recognition they imply is very keen. I believe that it is one of FIPSE's strengths that grants are small, viewed as pump priming only and requiring matching funds and resources of the recipient. Somehow those small grants produce large and lasting results.

Increasingly, the economics of post-secondary education will prohibit the kind of questioning, searching, and innovating that is required to help the education establishment adjust and respond to changing needs. But change it must. FIPSE has played a vital role in stimulating appropriate questioning and in supporting lasting change. Its work must continue.

Dr. **Frank**. What I would like to do is extract a few things from that statement and then add a few other thoughts.

As indicated, my credibility for being here with you today stems from the fact that I am the dean of a public, tax-supported institution in Massachusetts. It started as College III 6 years ago and somehow it is hard to lose an appellation regardless of everybody's efforts. It is the College of Public and Community Service of the University of Massachusetts at Boston. It concentrates on serving urban working adults.

Let me say briefly, 110 of our students graduated from the University of Massachusetts in Boston last month; 50 percent women, average age 35, and 30 percent minority.

Some of them went on to graduate school, some have returned to the field of public and community service with better credentials and opportunities for promotion.

I came to the University of Massachusetts in Boston 6 months ago, having spent some 5 years with District Council 37, the New York City Municipal Employees of the American Federation of State, County, & Municipal Employees, working in what is probably the largest union-sponsored adult-oriented educational program in the country. At one time, we were serving as many as 5,000 of the 120,000 members.

Let me add parenthetically, that since the two institutions I am now or have been connected with are described at some length in the case study books that NTS has submitted to you, it is not necessary to go into great detail.

It is interesting that the union's education program is studied in a variety of ways and for a variety of purposes. Another federally funded program, the National Manpower Institute study, funded by NIE, of the utilization of employee benefits, employee educational benefits, produced a study of the union because it represented a successful case study of the utilization of educational benefit funds.

We manage to exhaust all our funds every year because of the kind of acceptance and because of the kind of popularity of a program that emphasized access, of a program that emphasized characteristics such as reaching out to men and women and making higher education an accessible kind of resource on the American scene.

What emerged from those funded studies was that it was the sorts of thing that FIPSE helped us to develop at the union that helped to make that program as successful as it was; that is, providing us with the resources to find out what the particular ingredients are which are necessary to attract and hold an adult working population in postsecondary training and education programs.

FIPSE helped us assess and then identify counseling needs, special training needs, needs that were lacking in the educational, social, and cultural backgrounds of the people we were serving. They helped us to identify those mechanisms and those resources that had to be introduced into the program, making it attractive, easy to reach, easy to overcome obstacles which are usually in the way of this population as it attempts to take advantage of postsecondary educational resources.

Notwithstanding the inertia and status quo qualities that characterize universities, it seems to me, Mr. Chairman, that American education is on the verge of a very exciting and very important kind of breakthrough. A number of factors converge, not all of them positive, not all of them happy, which bring about that kind of situation, that kind of opportunity.

The high school graduating population is declining. As a result, American universities and colleges are looking for new populations to serve. The new majority in postsecondary education is part-time working adults.

Changing technology in the community at large, changing technology in education, merge to create the economic imperatives for providing American education with an opportunity for becoming a democratizing influence in America. There is a need to reach out and serve people who never thought of themselves as consumers of postsecondary education.

A combination of that opportunity and the inertia or conservatism of higher education suggests the importance of an institution such as the Fund. It motivates, it provides sanction to those people who have the courage to experiment, to develop and test demonstration models for determining the ingredients and mechanisms that are successful in attracting and serving working men and women who need career mobility, and want education, happier lives, and better jobs.

The Fund, as you have heard, has been successful in a variety of ways in accomplishing that. A small staff awarding small grants is an important factor in the Fund's success. A gradual, planned increase in the number of grants is necessary if my understanding of what is happening in education and in the community is true.

With that, I hope there can be more discussion as to these opportunities. Thank you.

Mr. SYMINGTON. Thank you, Mr. Chairman. Thank you, Dr. Frank. Thank you for the valuable services you have rendered to the Board in this area.

Our final witness here today is Eugene Binder. He is project director of FIPSE.

In that capacity and others, he has served as director of CAMP, the College Assistance to Migrants Program. This is an interesting program that the board visited about a year ago. Youngsters taken from the fields, not always with their family's approval, are given a chance at some higher education. I have never met more articulate, forceful, interested young citizens on any campus. All of that or a lot of that is due to the kind of work St. Edward's did for them. This was a FIPSE-funded program.

It is a pleasure to present to you another member of the committee, Eugene Binder.

STATEMENT OF EUGENE BINDER, ASSOCIATE VICE PRESIDENT, STUDENT SERVICES, ST. EDWARD'S UNIVERSITY, AUSTIN, TEX.

Mr. BINDER. Thank you.

Mr. Chairman and members of the committee, I appreciate the invitation to be here today to discuss the Fund for the Improvement of Postsecondary Education. By way of brief background, I was a project director for the Fund.

I would like to cover three points in my testimony:

First, the program which brought St. Edward's in contact with FIPSE and its national project II consortium.

Second, the Fund's impact on national project II programs.

Third, the Fund's impact on St. Edward's University and its CAMP program.

The program. The plight of the migrant farmworker and his family has been recognized and well documented. There is little disagreement that this population is unskilled, uneducated, often foreign-born; they follow the harvests, dependent on the vagaries of the weather and crops for their employment, and on the attitudes and honesty of the growers or contractors for their low wages and temporary homesites. They represent a culture of structural poverty characterized by constant mobility, low wages, poor health, lack of educational opportunities, economic and social disenfranchisement and isolation from the mainstream of American life. Their cycle of poverty never ends.

It is this population, or more specifically their children who had managed somehow, despite half-trained and noncertified teachers, abbreviated school terms, unsystematic curriculum and dilapidated, lab-less, rural school buildings, to gain their high school credentials and enter the program, the College Assistance Migrant Program—CAMP. It is this program and its relationship to the Fund that I wish to address here today. It is a program most familiar to Mr. Ford, and well known by both this panel and most members of the Fund staff. Also, it should be noted that without Mr. Ford's intervention and support and the Fund's early recognition of CAMP, I would not be here today.

CAMP provides a means and the opportunity for qualified college age migrant students to pursue a postsecondary degree. I was asked by the Office of Economic Opportunity—OEO—in 1972 to design the program model and then given startup funds to test the CAMP model. Subsequent to the program's start at St. Edward's University, three other CAMP's were funded, all using the St. Ed's program model.

In 1973, OEO was dismantled and the CAMP's were transferred to the National Programs Branch of the Department of Labor—DOL. Once transferred, it became obvious that DOL regarded CAMP as an interesting but inappropriate artifact of OEO directed toward some small overall objective, but not operated on the DOL model. Through the leadership of Mr. Ford, DOL's first decision to defund the CAMP's has been turned around.

In 1975, the Fund selected the St. Edward's University CAMP and nine other programs, all offering unique and innovative postsecondary services and credentials to populations of students who were heretofore disbarred from those services and credentials (because they did not fit the "legitimate" traditional role of a college student). These 10 programs, not all located on college campuses, formed national project II, a national consortium—a most unlikely looking consortium. We were a nonmodel of federally funded and traditional programs at the postsecondary level and I mean by this, the consortium consisted of some unusual programs:

First, CAMP—An educational program paid for by DOL and at the same time acknowledged in the Federal Register as not refundable.

Second, an educational service agency with no faculty or students.

Third, a community-based, store front junior college located on the 11th floor of a ghetto building with an entirely volunteer faculty.

Can you imagine any other Federal agency bankrolling such a group of institutions with no real evidence that this group of institutions could even talk to each other, much less cooperate in any meaningful way to share information?—which, by the way, turned out to be staggering.

We were 10 schools out of 225 schools with innovative programs for nontraditional students who had applied to the Fund. All sought grants to answer questions about whether innovative programs for nontraditional students warranted special attention and whether or not they should receive extraordinary attention from a national audience. Basically, the Fund wanted to know: First, what is a good innovative program for nontraditional students? Second, what do good innovative programs do for their students and environment?

In our case, the St. Edward's University FIPSE-funded project did the following:

First, made a determination of the characteristics and performance ratings of migrant students that could be used to predict academic success in a postsecondary setting.

Second, made a comparison of the academic performance of freshman-level migrant students with those of the traditional freshman university students.

Third, made a determination of the impact of migrant students' educational opportunities and successes in college on their parents and siblings.

Fourth, made a determination of the effectiveness of the tutorial, study skills, and student facilitator programs that were especially designed to assist migrant students in CAMP. In each of the above measurements, the results showed that CAMP is an unqualified success.

The Fund's project II approach was new, not because they recognized innovation, but because in the past, successful innovative programs seemed to have come into the higher education community as a bolt out of the sky. Eureka!

Now, the Fund was planning innovation and at the same time creating a new dissemination mechanism almost overnight; old and new institutions, whose functions had been known mostly for knowledge-rich curriculum, were now engaged in action-rich research. The fund's innovative approach with national project II underscores the fact that innovation was not something to be left to the fates, but rather can be caused. National project II demonstrated that ordinary mortals at ordinary schools can make significant breakthroughs in education; breakthroughs that previously had been accomplished only by a few extraordinary geniuses.

And this is the beauty of the Fund. This is what the Fund does so well and that no other agency can do or has the guts to do. The

Fund is not afraid to take on the task of harmonizing and maximizing the strengths of a disparate collection of innovative projects staffed by specialists who many times find themselves suspect on their own campuses or in their own communities. As innovative program operators, they are many times rejected and mistrusted by the traditional faculty and staff and sometimes equally unwelcomed by the administration. However, with support from the fund, the innovative specialists have countered this discontent by showing its detractors that we do not want to destroy the past, but rather to build on the past to prepare for the future.

The Fund's impact on innovative programs. Obviously, the Fund provided immediate visibility for CAMP and the other nine institutions with innovative reform movements that demonstratedly worked for nontraditionals. At the same time, the Fund established a national forum for the dissemination of this information which shortened the 30–40 year timespan usually required to disseminate research results on new student populations and their successful modes of learning. This was a "gutsy" approach and it was fraught with risk for the Fund. What the Fund did by its selection of these program models contradicts the prevalent belief perpetuated by most schools of education and most government agencies: There is a single, correct, and right body of knowledge that every college and university must acknowledge.

It is a fact that direct Federal support for research services in small teaching colleges is close to being a contradiction. Federal research managers tend to seek out the same 100 top research universities that have historically undertaken specific projects congruent with that agency's own interests and needs. It is also a fact that only these larger institutions have historically defined change and innovation for the less research oriented, teaching institutions that made up project II. Therefore, for the Fund to run counter to the educational tradition and conventional wisdom concerning how and where rigorous and quality research is done, is a very risky business. Risky enough to know that their biggest risk may not be that of failure, but that of success.

The Fund's impact on St. Edward's University and our CAMP program. By obtaining fund support, the national project II consortium and especially CAMP had something special. It gave our programs, our students, and our institutions legitimacy, recognition, and national importance. It conferred prestige on our schools and program staffs. It brought us recognition and attention we otherwise could not have attained. It was because of this FIPSE support that CAMP was able to generate the facts that formed the judgments of persons such as Mr. Ford. Once armed with the facts, he ran the gauntlet of personal and professional animosity from some of the DOL bureaucrats and saved us from oblivion.

To those of us in the teaching trenches, the Fund gives us hope and inspiration that, when we have something to offer to the field of education, we will be heard by the Bill Fords across the Nation. We are served by a FIPSE staff that is a confident and secure group of individuals who are risk-takers of the first class. While they appear to be ordinary mortals, they run an extraordinary program.

The staff appears to operate on two principles: One, risk-taking is inherent to the job. Two, funded programs have a right to demand and receive effective direction.

In summary, the Fund offers those programs like CAMP and St. Edward's University an opportunity to present their case, to highlight their students' special gains not only for the education they receive but for the opportunity provided these students to contribute to society as productive, taxpaying citizens. Although one would be hard-put to trace all the effects that CAMP and its recognition by FIPSE has had on the successes of its migrant population, I can say this: Some 150 CAMP students have graduated from college these past 2½ years and from their present income, they have paid back to our Federal Government in income tax alone money enough to repay the first 2 years of the program. June 1980 will be the break-even point: income tax paid by CAMP graduates will exceed program costs. Keep in mind, these graduates are the first in their families to ever pay income tax.

Thank you very much for this opportunity, and I would be pleased to respond to questions from any member of the committee.

Mr. WEISS. Thank you very much, and I should say to you, Mr. Binder, that you are quite right. Mr. Ford considers the CAMP program to be one very close to his heart and regrets and apologizes for not being here this moment. As you know, Mr. Symington, from your distinguished days in the House, you are supposed to be at three or four places at the same time. Mr. Ford right now is handling an amendment for the leadership of the House dealing with an aspect of the postal appropriation. So he will be with us at his first opportunity.

I should also say as you probably know, Mr. Binder, for years Mr. Ford has had an intern from the CAMP program every summer. This year's student intern is Jaime Cavazos. We are grateful for your testimony and your work.

Mr. Symington.

Mr. SYMINGTON. Thank you, Mr. Chairman, that concludes the testimony on behalf of the Fund this morning. Speaking as chairman of the board of advisers and I think for the other members of the board, I can only say as a private citizen who has spent some time in the Government I have never seen such a hard-working group of people as those who serve on the staff. They are in contact with educational problems from coast to coast. It is a small but energetic outfit. I am reminded of what Daniel Webster said about a certain institution of learning, "She is a small place, but there are those of us who love her."

If history is a race between education and disaster, I would say the fund is playing a strong role in helping us to get second wind in that race. We thank you for your consideration of the Fund.

Mr. WEISS. Thank you very much.

Mr. Simon, questions?

Mr. SIMON. First of all, we thank you for your testimony. I had the pleasure of watching you at the University of Rhode Island a couple of years ago. At least one of the members of your panel knows if you deliver a message by song sometimes it is more effective. If you had a former Congressman with a guitar you would probably walk away with an authorization greater than the defense authorization.

Mr. NEWMAN. That was the primary compensation for Board members to listen to Jim play the guitar.

Mr. SYMINGTON. Which way did the compensation go?

Mr. NEWMAN. Discretion prohibits me from answering.

Mr. SIMON. The staff has provided a history of the President's budget request. The President for fiscal year 1980 requested what for your agency?

Mr. SYMINGTON. $14 million.

Mr. SIMON. The appropriation as reported out of the House was what?

Mr. SYMINGTON. I will ask the Director to continue to respond.

Reverend BARTELL. The House request is at $13 million, level funding with 1979. The Senate has accepted the administration request of $14 million.

Mr. SIMON. So if we can put in a good word to those on the conference committee, it might be helpful; $13 million means you are slipping.

Reverend BARTELL. Very much. We are watching the average amount of our grants rise, reflecting trends in price indices. Just in the 2 years I have been with the Fund, we have seen significant increases because of inflation. We are in a labor-intensive business, as you know, in education, and it is hard to offset wage increases.

Mr. SIMON. As I listened to your selected work it occurs to me some of it is very similar to what NIE is doing. How do you coordinate with them so you are not doing the same thing?

Reverend BARTELL. As we see it in HEW, NIE is primarily a research-based organization in which one designs a research project that may have an action component, but the action component is designed to facilitate the research of needs in higher or postsecondary education.

Our field-responsive approach is based upon action projects which practitioners in the field ask us to support and then there may well be some followup evaluation as a part of that, but the initiative comes from the local needs for a new strategy or improvement and an accompanying action project. Research, which may or may not be a part of it, would follow upon that. It is a different approach and we try to collaborate. NIE has on occasion picked up some extensive long-run research of action projects we have initiated.

I do think one of the needs right now in our area, whether it is NIE's responsibility, ours, or both, is more of the followup research and evaluation of our projects to facilitate their demonstration possibilities. We do have the problem now, at the fund, of having acquired a closet full of successful projects and neither ourselves or NIE have been in a position to really finance the kind of systematic research that would get the most out of them as disseminable model projects for other settings and other institutions.

Mr. SIMON. Do you sit down every 8 weeks or so with the Director?

Reverend BARTELL. We try to maintain effective liaison at all levels, both at the director's level and the program officer level. We have the problem, too, because of our broad mandate of not wanting to overlap things being done for example by the National Endowments or NSF. With NIE, we try to do it both at the administrative level and at the working program office level.

Mr. SIMON. Thank you, Mr. Chairman.

Mr. WEISS. Mr. Tauke.

Mr. TAUKE. Thank you, Mr. Chairman.

As I sit here this morning and listen to the amazement some seem to have regarding the success of this program and the attempt to analyze why an education program at the Federal level should be successful, I am reminded of the last election. I was not expected to succeed, and, after the election, newspaper reporters asked me how I won, "How do you analyze the election?"

I replied, "There are some things you just accept and do not analyze." I suspect that is the way it is in this situation.

I am interested in your relationship with students, and also your relationship with Congress.

First, let us talk about your relationship with students. Can you tell me what percent of your grants go to student-oriented research and, specifically, how many of these grants would be carried out by student groups?

Reverend BARTELL. One of the criteria for all our projects, the dominating criterion that evolved from Frank Newman's days at the Fund, focuses on the payoff for the students, the learners. That becomes a very effective criterion for weeding out the types of projects that end up in administrators' laps or simply continuing the ongoing programs of institutions.

A large number of projects involve students although the formal applicant is an institution. The CAMP program, for example, includes student peer group counselors to assist incoming Hispanic students. Yet that program would not be counted as a student-initiated project, although the student initiative in it was an important item.

Now, finally, student organizations themselves do submit proposals to us and we have made between 10 and 20 awards to student organizations as such.

Mr. TAUKE. So these would be programs that not only serve students but are administered by students?

Reverend BARTELL. Yes; the proposal originates in a student organization or national association of students. We do not have a lot of applicants of that type because there are not that many institutions around the country made up of students working by themselves. We are very interested in such projects for our portfolio.

Mr. TAUKE. Father, some of the student groups have indicated interest in the programs. Do they have to be incorporated in order to apply?

Reverend BARTELL. No; all they need is some institutional base. We cannot make a grant to an individual person. The applicant must be some legitimate organization, which need not be incorporated.

Mr. TAUKE. Does it have to be tax exempt?

Reverend BARTELL. No; we are allowed to make awards and have made awards to proprietary institutions of all types.

Mr. **TAUKE**. A $2 million set-aside has been proposed for consumer-developed projects. Have you any observations about that proposal?

Reverend **BARTELL**. One of our more interesting consumer-oriented student projects grew out of concern about the rhetoric colleges and universities put in the catalog, which some call the greatest piece of creative fiction on the college campus.

We supported a proposal for students to develop the kind of consumer information they would like to see. We supported a student organization to run a competition for student-initiated catalogs or other kinds of instruments, including audiovisual presentations.

That program has actually continued and is now receiving some private support, too, and has influenced, I think, the catalog behavior of a fair number of institutions. So, the idea of supporting student-initiated projects appeals to us very much. However, the idea of set-asides would be counter to a free and open competition for new ideas. There are many worthy causes we try to support, and that is one of the reasons for the oversize panel here. However, I fear that one set-aside could establish a dangerous precedent. I might ask one of your founding fathers to comment on that.

Mr. **NEWMAN**. I think it is important to keep in mind that sometimes the students you are most interested in reaching, the CAMP students would be an example, and it was an exciting thing to see that program, those students need the institution as a vehicle. So serving students, I think it is useful for the students to have a fund they can apply to. It is likely the students who most need FIPSE are likely to have no resources.

It is hard to find the vehicle without the institution being the action agency.

If I could reinforce something that Father Bartell has said, the thing that is interesting about FIPSE is the intense focus. I think it is appropriate sometimes there be an institution focus.

I know Mr. Weiss, you were one of the sponsors of the urban grant. I would make an argument as part of the "C" grant, we have achieved some major advantages in our State, and that is a very unusual thing. But it is very different from the learner center focus that FIPSE has taken.

Dr. **FRANK**. There is a somewhat different dimension, to the answer to the question of student participation in the planning and implementation of the grant.

When the program is an adult-oriented program as were the two grants I am directly familiar with, that of the University of Massachusetts and of the union, the administration does not make the proposal, nor does it even begin the implementation without the full involvement of the consumer. In the case of the union, the consumers were our bosses. The union members were our directors. We would not have made the application without considerable input and permission. In the case of adults who are the students in a more typical college situation, although the one I represent is not quite typical, students are heavily involved in the way in which the grant proposal is written and the way in which the grant is implemented.

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I think the point of there having to be an institutional framework for a nontraditional student population is well-taken.

Mr. **Tauke**. Have you any student members on your Board of advisers?

Reverend **Bartell**. No; we do not, but there would be no reason not to. I think we would very much——

Mr. **Newman**. There were in the past.

Reverend **Bartell**. In the past year or two we have not had any nominations. The Board is appointed by the Secretary and upon recommendation of names from various sources including the Fund itself. The best representation of student viewpoints on our Board continues to be an important concern for us.

Mr. **Symington**. The members of the Board have been exposed to various points of view at meetings. The Director has brought students to the Board meetings to comment on what has happened or what they expect will happen in a proposal yet to be tried. So we are not operating in a vacuum of student opinion. It would be difficult in my judgment to select the all-American typical student to represent one of the most diverse populations of the student world on Earth.

Mr. **Tauke**. I am not in any way trying to criticize the program or the Board. I am simply trying to respond to comments made by other organizations.

Let me go on to the relationship between the program and Congress. You have had an authorization of $75 million in the past several years and have not reached anywhere near that level of appropriation.

To what do you attribute the apparent failure of the program to catch on in Congress?

Reverend **Bartell**. That is a delicate question. Of course the request for appropriation comes from the administration. We, ourselves, are only one small part in that whole process. There is a certain chicken-and-egg quality to the process.

The Fund was authorized for $10 million in its first several years, then there was a big jump in authorization. But it is difficult to get out of the chicken-and-egg cycle when there is that big jump. The administration does not like to ask for a great amount if they do not see signs they will get it because, if the request for an increase in appropriations is not quoted, they feel they have lost that space in their total appropriation request.

So, it is a bit difficult, I suppose, to determine where to break into the circle to start turning it into an upward spiral.

Mr. **Tauke**. Do you know of Members of Congress who have grants in their districts?

Reverend **Bartell**. Yes. However, our personal contacts are necessarily limited because our total staff, as you notice, counting secretaries and all, is under 20 people to administer all these grant programs, to monitor the projects, and maintain relations on the Hill, too. So, with my deputy back here and a couple of my staffers, you are looking at a fair proportion of the entire operation.

On the other hand, the notification of all awards goes first to the Congressman's office and the Congressman has the opportunity to make the announcement to the applicant if he or she desires, before we do. We then try as best we can during the course of the year to get around and visit some of them. But bilocation is not one of my greatest talents, although I am trying to work on it.

Mr. **Newman**. In the early days of the Fund, it was the sense of the staff and the Board that a relatively small size was a good way to start. It would be a good thing to make sure things went well, then begin to look for growth. I think in retrospect, that was a good policy. My own personal thinking is that the Fund is now past that point and should be pushing for growth.

Mr. **Symington**. I would underscore that and I would say cautious growth, because I think the control the Fund is able to exert over these sensitive and interesting proposals is part of its greatest strength. I would not want to see it mushroom into something we would lose track of.

Mr. **Tauke**. What would be an appropriate level of authorization?

Mr. **Symington**. The appropriation request? $14 million—the Director is shaking his head, but this is what we are prepared to ask for today.

Now as Chairman of the Board I would normally defer to the Director's view on the authorization question. He knows better than I the cadres he can bring to bear on the kinds of programs he would have in mind had he the funds to conduct them. I suspect it is a fair question to address to the Director.

Reverend **Bartell**. I am not the authorized person in the administration, of course, to make that request, to make any additional request, as you know. On the other hand, picking up on what Frank has pointed out here, it is clear that there are additional activities that the Fund is not able to carry out at this point, particularly in the evaluation and dissemination of existing projects to get more mileage, really, for the taxpayer's dollar from the projects we have funded. We are simply too limited to realize the opportunities all around us.

In dealing with the initiatives of the 1980's, we would like to wave a red flag to the field. When some of the institutions are looking at survival issues, there is a tendency simply to keep the ship afloat. We do not want that kind of stagnation to set in. We think we can develop new programs which would respond to learners needs as well as to the economic conditions of the 1980's.

For example, in our service to minorities, we have and must become more involved in access for minorities at graduate and professional levels. This is a big bottleneck right now. If you look at the affirmative action plans of colleges and universities, their ability to realize even modest goals is thwarted by the absence of qualified minority candidates in the pipeline. We have on hand some interesting models which would improve that, and would like to develop them.

We feel those things would probably take extra dollars since we are only now funding 1 out of 20 proposals which come in under the existing programs. To spread ourselves any thinner reduces competition from an incentive to do better to the disincentive of a lottery in the eyes of some of those in the field. That is the quandary we are caught in. I cannot propose a dollar figure obviously, as a single member of the administration. But I hope you will consider program needs seriously.

Mr. **Symington**. I am glad the director had the chance to give the background for the justification of growth. It was unfair to ask him to give a precise figure because he is testifying as a member of the administration team. I am glad too, that he did mention one figure as to proposals funded of 1 out of 20. How many proposals are we getting now?

Reverend **Bartell**. In all our programs this year we will have received about 2,000 plus renewals of some of last year's grants. Moreover, as the program gets more competitive, the winning projects themselves often require a couple of years to become institutionalized, which means we may have less and less money each year for new starts. We cannot fund more than 100 new starts out of the applications this year.

Mr. **Symington**. A great many of the unfunded projects, Mr. Chairman, I believe, are considered by staff to be worthy projects, but it is difficult; we have to make a choice.

Mr. Chairman, there are one or two other members to respond to this. The first to ask was Dr. Frank.

Dr. **Frank**. I have had two personal experiences related to this question. One of the distinctions I bring to the panel is that both of the FIPSE-funded organizations I have worked with, when their first grants terminated, applied for second grants and were denied in both cases.

However valuable and important our applications were, we were competing with thousands of others, and I think the staff was right in wanting to spread the wealth.

One of the things FIPSE does to exploit those of us who are beholden to them is to get us on panels of readers of subsequent proposals. I did that on one occasion. They locked us in a room and we read until we were blind. Since none were for me, I can tell you I read five times as many applications that merited award as were awarded. My sense of the integrity and competence of the staff is that they were able to fund twice as many—that does not necessarily translate into twice as much money, maybe it should. But if they had been able to fund twice as many as were funded, the quality of the monitoring and investigation would be such that they would be well worth supporting.

Mr. **Symington**. Mr. Chairman, I think Mr. Pelavin wants to speak to this point, also.

Mr. **Pelavin**. In doing our studies, we went in as suspicious evaluators looking to see if people who received initial awards when they came back and applied for second grants received them. We suspected the "good ole boy" network to be in place. We found that not to be the case.

There is a very important area that I think the Fund's portion of the budget should be increased for and that is in the area of dissemination. Where Fund's projects do respond to an enormous number of requests, I earlier meant to say respond to over 279,000 requests from postsecondary educational institutions, those responses cease when the grant is over. Although the institutions themselves pick up the funding for the projects, the projects become institutionalized. The level of dissemination activity then falls off dramatically after the Fund's grant is exhausted. The institutions can find money themselves to keep the project going, but they cannot find the funds or seem to have great difficulty finding the funds to continue disseminating information about what are clearly successful projects.

I, personally, do not want to support a program of replication of successful projects. On the other hand, the Fund's projects have come up with some very good ideas. Some of the best educational programs have been developed under the Fund's grants and it seems to me a shame that the dissemination of that information ceases because the Fund does not have a budget to support that kind of dissemination activity.

Mr. SYMINGTON. Mrs. Cook.

Ms. COOK. There seems to be some hesitancy among our group to put a dollar sign on this. However, those of us who have enjoyed benefits have discussed this and we have had some thought about it and we feel a most appropriate amount to increase the effectiveness should run somewhere in the neighborhood of $25 million that would be needed to take care of some of the needs that we are talking about for the upcoming year. We feel there ought to be an increase first based on the fact of the successes and the changes we feel it could take care of in education.

So I am making that $25 million proposal, hopefully not to limit but to think beyond $13 million and without having the approval of anybody else here. I am out on my own on this.

Reverend BARTELL. I can legitimately refer to a couple of facts. Within the administration our request for fiscal year 1981 that has been submitted to the Secretary's office through the Assistant Secretary is for $22 million. That is the request the Assistant Secretary has made. What will happen before it gets to you remains to be seen. In his testimony before the House Appropriations Committee for the fiscal year 1980 budget, the chairman, Mr. Ford, did request $16 million or $17 million for us for this current fiscal year 1980.

So, I think those figures give you some indication of the range of immediate activity that would be possible if funding were available without my coming out with a formal request.

Mr. FORD [presiding]. Your authorization ran out for the current fiscal year. You are operating on an automatic extension of an authorization at the level of $75 million which went into the law several years ago. We thought the program would grow into those sizes. That brings us back to the original question which nobody has answered, why is the appropriation process not more responsive to the fact that the 1975 authorization has been hanging out there?

With all due respect, many of you talk about the relationship between the administration's request and the amount of appropriation. We consider that almost an irrelevancy on this committee because we rarely agree with administration requests, particularly with programs like this which are not clearly visible to the people with green eyeshades over at OMB.

This is not a unique situation, but this is one of several programs I have seen over the years that sort of reaches a plateau and we are unable to convince the appropriating committees of the House and Senate that it needs to grow.

What would you say is the reason this is happening? If you look at the history of funding, the program has grown from the beginning, but in all honesty has not done much more than keep track with inflation. So there has been no real growth in terms of your ability to expand the activities of the Fund from 1974 through 1979. We are talking about $13 million as against $10 million in 1974.

The budget request was greater, incidentally, in all but one of those years than the amount of the appropriation. So it would seem that the budget process was willing to spend more money on this program than the appropriating committees of the House and Senate.

Is there somebody there who does not like the program or what is going on?

Reverend **Bartell**. I would be happy to share my own personal opinion.

Mr. **Weiss**. A reduction from a $75 million authorization to $25 million authorization, then urging the Appropriations Committee to increase the funds in spite of the fact that this committee cut the authorization by 200 percent; it does not make sense.

Reverend **Bartell**. No, I agree.

Mr. **Ford**. The highest figure we got out of you, incidentally, was in response to Mr. Tauke's question, which is one-third of the present $75 million authorization.

I hope that one of you will do something to clean up the record, so we are not recommending dropping the authorization of $25 million and asking for an increase in money at the same time.

Mr. **Newman**. Mr. Chairman, I don't think that Ms. Smith was at all recommending a drop in the authorization.

I support her level. I think that the Fund, when it started, was originally interested in proceeding cautiously, learning its way, developing carefully. I think it is past that point.

I think it is at the point where the level of funding is an inhibitor simply because the number of proposals will stay constant because it has reached the point where the odds against you in submitting a proposal are so high. It's a natural inhibitor.

I don't think we are anywhere near the number of proposals that are going to flow when increased funding comes.

I agree with Mattie. I think it's time for the Fund to take a jump up. Once it digests that, to jump again. It seems to me $75 million is a very good level. It ought to go to $25 million, and then ought to look further up.

The Board and the staff were cautious at first in making its case and because it had to build the constituency out there. The National Science Foundation grew very slowly at first, and when it proved itself it grew very rapidly.

It is time for the Fund to begin that growth process.

Reverend **Bartell**. I appreciate the opportunity to clarify the record.

We were talking appropriation figures.

Certainly, you know if we succeeded in getting the increases in current appropriations that we are talking about, then over the 5-year life of the authorization the possibility of growing into this $75 million authorized figure is very realistic.

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I appreciate the opportunity to clarify a discussion that shifted to current appropriations from authorization in the course of the discussion.

When you ask what is the problem we have with the Appropriations Committee, I can speak personally in my discussions, I have never had anyone on either Appropriations Committee say a thing against the Fund. Everyone says it is fine. With friends like that, who needs enemies.

Everyone is pleased with what we are doing, but they still see it as a small program and, of course, occasionally one is told, after all, it's easy to authorize a large amount of money, but someone must guard the purse-strings. Sometimes too, one gets the feeling, I am afraid, that there are bigger fish to fry, when it comes time for markup.

Even the appropriation format of our situation is such that our budget is included in the operating budget for supplies and expenses of the Assistant Secretary for Education.

With this placement of our program budget, even our friends on appropriations, have some difficulty finding our program budget at the tail end of that long list of expenses that has to be dealt with in a markup.

I have never participated in a markup, but I suspect that when one is dealing with the very large dollar items, even among friends, it's a little difficult to deal with relatively small items when you finally get to them, and especially when they are buried in unlikely places such as supplies and expenses of a departmental division.

This may be a technical problem that deserves a bit of attention in the reauthorization in terms of the title of the program itself and its location in budget, and I hope I can safely say that.

Mr. FORD. It's a problem that has been brought to our attention before.

It's entirely possible that the way in which the President's legislation reads allows this kind of haphazard consideration of programs as a part of the greater budget for the Assistant Secretary. While the language refers to the powers of the Secretary, it ends up being budgeted in that way.

We are trying to find out how that process has worked and the Appropriations Committee has managed to work out a structure like the structure that shows up in the bill.

If we can assist them in some way to avoid that kind of treatment in the future, that would be a legitimate, reasonable change that does not entail any budgetary impact on its face but would make you more visible and, at least if you have someone who isn't a friend, they have to look you in the eye while they shoot you.

It gets the fight out of the back alley and onto the main street at high noon, if that is what you want, if you think you are ready.

Reverend BARTELL. Yes; I believe so, based on the history that our past Chairman has described.

Mr. FORD. Not everyone who receives money under appropriations wants to become more visible.

Some say we are ready to furl our flags and go right down main street.

Reverend BARTELL. Mr. Simon has asked me about my conversations with the Director of the sister agency, NIE, and our conversations have sometimes ranged over that very subject, of the price of visibility, so I understand very clearly what you are saying.

Thank you.

Mr. SIMON. Secretary Califano, when the new Board was sworn in some time back, expressed the view that the Fund was the most cost-effective operation under his jurisdiction, and I think if that is how he feels and if there is no evidence to the contrary that it's time for the Government to consider increasing the function of the Fund to meet its full potential and what the witnesses have said today would indicate that we feel it can meet the authorization level of $75 million in a period of a few years, if it's given the right kind of assist from the Appropriations procedure as well as the strong support it has always received before this committee.

Thank you, Mr. Chairman.

Mr. FORD. Mr. Weiss?

Mr. WEISS. Thank you, Mr. Chairman.

Following on that line, you had said earlier that roughly one out of 20 applications are funded. And Dr. Frank said that on the basis of his experience you could probably fund double the number that has been funded.

Do you find expressions of concern among groups that make applications to you, that in fact, it's too difficult a process, that there is a certain element of discouragement?

What happens to these groups which look to you for help, and then find themselves by the odds that it almost becomes an act of futility?

Reverend BARTELL. That is an accurate description of the way a good number of them feel. I am amazed at the resilience on the part of some applicants who have been turned down and come back the following year after they get feedback from our staff and reapply.

A fair number of people succeed on a second effort on the basis of the feedback from the reviews they get the first time around. With outside reviews, staff reviews, and Board oversight, the feedback can be very professional and useful.

However, I am hearing now from some of my colleagues in the postsecondary community, especially the colleges and universities, that the Fund is at a fairly precarious point, that is, if we can't grow, it isn't worth their trouble to keep applying. Even though there is a certain prestige value in getting grants from the Fund, the time and effort of reapplying year after year will make it not worthwhile.

I have had fears expressed to me by some of my colleagues, that if we don't grow we may wither away and disappear.

Mr. WEISS. Your response, in the context of the earlier discussion, is extremely important and significant.

This is a rare kind of experience for most of us. Most of the time people appear before us, as you know, insisting and urging that their authorization and appropriations are hundreds of millions of dollars short and shy of what they really need.

Here you are with a program that has been demonstrated to be cost-effective, successful from a programmatic point of view, operating on the barest shoestring, and yet you are extremely modest in the projection of what are your future needs.

I appreciate fully, Father Bartell, your special position, because you are on staff and there is no option. But I think that, as Ms. Cook has indicated, what the people out in the field have concluded and you have just enunciated is extremely helpful; as the session I had with Ms. Cook and her cohorts in a similar kind of program in my area, not in my district, but in the area which is served.

It seems to me that there must be 430 other Members who find themselves in similar situations. You probably have programs that are extremely successful in their areas, programs which should be funded to some extent which can't be because of budgetary restraints. This may be also true for those people who serve on the Appropriations Subcommittees which consider your program.

Again, if your colleagues out in the field are telling you that you are at this very precarious point, then for the survival of your program, it might afford to grow. For survival you ought to review and rethink the campaign that you should wage and the funding requests that you should make.

Mr. SIMON. Thank you, Mr. Weiss.

I believe Dr. Newman and Mr. Binder would like to say a short word about this.

Mr. NEWMAN. I agree with the assessment. It's too competitive a proposal. It's much, much more competitive than the National Science Foundation. I think it puts an upper limit on the proposals, and it's essential that it grow in order that that can continue.

My concern as an executive is the same as yours, Mr. Weiss. I would like to see the Fund grow at a measured rate, so its capacity grows with the Fund, and I think it's way, way too small.

Mr. WEISS. What we are all saying is we are very impressed by the caliber and quality of the programs, and the students whom you are reaching, many of them participating for the first time in many years. The contributions that are made in kind apparently by people in the field in helping to keep the programs alive and growing, is a credit to all of you for having brought the program to that point.

We are all telling you, speed it up, that there ought to be more of the good work that we are doing.

Thank you.

Mr. WEISS. Mr. Binder?

Mr. BINDER. I was going to agree with your assessment. I am surprised sitting here and hearing one side saying the money is there and the other side saying we need more money.

It's a question of getting it and going to fight for it.

I guess that is part of the thing that I would like to address, as far as the programs that I work with that have been FIPSE funded.

Most of us are so surprised, No. 1, that someone has recognized us from the national office that we are an acceptable program and have something to offer.

We have that feeling, and at the same time we are fighting for our lives to stay as a viable program.

It's very difficult to go out and to push our program, and at the same time fight to stay alive.

What you are asking the fund is, the philosophy is going to have to change. It's not like our mini-grant programs.

For example, those students come in, and it takes a while for them to recognize what they have, what they have a right to fight for, and once they recognize that they want more and they go for it.

I don't think we have been in that position, especially with the types of programs and the amounts of dollars that FIPSE does give a program for funded dollars that go out to individual programs.

You are only talking about, for example, St. Edward's had a $30,000 grant. We treasured it like a $500,000 grant, and Mattie was the same way, so it's not like you are in the big bucks department and you don't make a lot of rims on your university campus when you are talking about $25,000, $30,000, $40,000, when the President is concerned more about hundreds of thousands of dollars.

We have got to train our people in the fields to be able to become viable, more so in the political sense so that FIPSE gets the kind of support that they need and they have that constituency out there to fight for them.

Mr. **Weiss**. Thank you very much.

Mr. Edwards?

Mr. **Edwards**. Thank you.

I have a couple of questions.

I am very impressed by your program.

In Oklahoma City and Oklahoma University, we have received a substantial amount of benefit from a fairly small amount of money that went to the university and are very grateful for it.

I don't really want to talk about the authorization or appropriation figure.

Let me make one comment and get on to the questions that are on my mind.

I am impressed by the fact that your group is doing a very successful job. You have a good competitive program. As I understand it, there are more programs you could fund and would like to fund, and I wish you could fund more programs and would like to see more money appropriated for what you are doing.

But, there is one possibility nobody has considered. The initial authorization was not based on a realistic estimate on what could initially be accomplished and maybe it should have started out lower and then go higher.

You have to start low. How come you are not spending all of the money? You can't get everything authorized by this committee at one time and simply get it appropriated.

I bring that up only because I don't think it indicates any lack of support for the program.

Let me ask two questions.

First, Father Bartell, in your testimony you refer to something I found interesting and encouraging, and that is the agreement you have with the Department of Labor for Youth Employment Demonstration Act funds.

Recently, I offered an amendment on the House floor when we were talking about the CETA program. It did not succeed, but I was trying to transfer some funds from the public employment part of CETA to increase the funding for job training programs, because I was looking toward creating long-term future benefits.

It seems to me that in this program you may have worked out something with the Department of Labor that has that kind of potential. It's a fairly small amount, $1 million.

Tell us a little more about what you hope to accomplish with that program.

Reverend **Bartell**. It's a fairly modest program. We received a transfer of $1 million to HEW, and we are running a FIPSE syle competition among colleges and universities precisely to open up longer term educational career opportunities for CETA clients who now at best see only short-run job training opportunities to get them off the unemployment rolls.

On the other side, colleges and universities have tended to look at CETA often as a source of inexpensive labor, and not as a source of clients with specific educational needs, excepting insofar as they fit into some regular program activity of the institution.

The guidelines of this program ask colleges and universities to begin to work with prime sponsors on an educational program basis, and the types of grants will be our usual seed money, small grants. With a relatively small budget, we can't support more than about 12 to 15 projects.

We hope out of those we will create a little bit of a network, too, among the 12 or 15, and identify a diversity of approaches that will allow us to share information and do a bit of planning for the future.

It may be of some help to this committee to see the results that come out of those.

We have thought that the program would appeal mostly to community colleges, and to nonacademic instituitons, community-based agencies, those that would provide threshold services for CETA clients.

In fact, we had a better than expected response from 4-year colleges and universities, including urban universities, so clearly it's a need which is increasingly identified across a broader range of institutions. It should have a good future in that respect.

I think part of the stimulus on the part of colleges and universities is the need to look for new sources of students, as the demographics of the 1980's start to work. So the timing seems quite right, even from the institutional point of view. We hope we can provide the seed money to make those links.

One advantage of having the funds transferred over to HEW is that the funds can be allocated on educational criteria without, we hope, in any way undermining the objectives of the parent program.

Mr. **Edwards**. I think this is really an outstanding program. It's a great initiative, and I hope you will give what we are talking about consideration, whether or not Congress is getting adequate input and I hope you will keep us adequately informed, and I would like to be informed about the success of that program.

Reverend **Bartell**. We surely will. We are just now reviewing the proposals. By fall we hope the projects will be in place and give you progress reports as they proceed.

Mr. **Edwards**. One additional question: In the staff memo that we received, in analyzing your program, the statement was made that the success of the projects can always be measured in the percentage of projects which are late funded by private grant groups.

In the FERA study, the number of projects which received outside funding was 37 percent. I don't know if that figure is accurate. I notice in dealing with some of the CETA programs and some programs that are supposed to be getting some of their funding outside that it's very difficult to generate that outside funding.

The kinds of projects that I am aware of that you are involved in, it seems to me, ought to be receiving a much higher level of outside support and funding.

Do you have any ideas or anything you are pursuing to try to increase the level of outside support for your projects?

Reverend **Bartell**. The data that you cite have been superseded by the more thorough study Mr. Pelavin has done. The success rate is considerably higher. Of course, in evaluating projects, we look for that kind of potential. We often use as a criterion the availability of outside funding, to identify the interest of other funders.

We have often used our small grants to leverage other funds in the very beginning, and sometimes our willingness to go with a project will stimulate a private corporation or foundation to do the same.

As an example, a program in the Boston area to facilitate the reentry of adult women into the work force through the assistance of education received $50,000 of fine support.

It involved also the rewriting of job descriptions, not in terms of previous job experience but in terms of the skills that that experience was supposed to express, so that women with alternate experience in households, and other nonprofit work could find a place and a more appropriate place in business and industry.

Some of the corporations in Boston became interested after watching the project for a little bit. I am told that the Polaroid Corp. eventually put something like $250,000 into it. The NTS evaluation analyzed such results and came up with more comprehensive statistics.

Mr. **Pelavin**. I think we had a much larger data base to operate on than FERA did. So far approximatley 322 projects have been completed.

Of those projects that have been completed, 271 of the completed projects had the potential for continuation; 51 of the projects were specifically designed to accomplish a discrete task, and then to terminate so what we did was investigate the 271 projects that had this continuation potential.

Of those projects, we found that 70 percent had become institutionalized and our criteria for institutionalization now that the project continued to exist after the Fund support had ended, that its activities or services are not substantially reduced, and in fact in over half the cases the services increases, and actually in over 50 percent of the cases the funding level of the project increased after the Fund's grant was over.

One of our criteria is that if the project is optimistic about its prospects for long term, that is, 5 years or more survival, we found that the 70 percent that had been institutionalized were not being funded by Federal sources, as I previously mentioned.

The funding now comes either from the host institution, from client fees or tuition, State or local funds or foundation grants, so that I think what we have seen is really very unique in the educational seed money programs.

Programs almost never continue at the end of Federal funding, and the 60-percent figure is higher than any figure that has been in the research literature today.

Mr. **Edwards**. I think you have a very good record.

I certainly agree with the other gentleman who spoke, that I want to see this program continued and the funding level increased.

I am not certain that I agree necessarily that we have to follow magically along with every number that is pulled out of that hat several years ago, but I don't think there is any question but that you need more money to continue these projects, and I commend you for what you are doing.

Mr. **Weiss**. Let me, if I may, ask a couple of questions.

First, on the last point on the percentage of nontraditional or any Federal funding in these programs after the FIPSE funding ceases, why would that be considered to be a meritorious achievement?

Two questions: Why would there not be other applications for concurrent funding from other Federal sources?

If you average the number of grants that are given with the amount of money that we have available, it comes to at most something like $100,000 per program; right?

In many instances I would assume that that would not necessarily be enough to make the program go, and so they need additional funding from outside sources.

There might be other Federal funds available that could also be applied for. Do the institutions not apply or apply and get turned down? After the FIPSE grant expires, why would not another Federal program be sought?

Have you done any further exploration of that?

Mr. **Pelavin**. Without going to the actual printout, let me try to give you some of my impressions of the data, and the people looking at the printout can correct me if I am wrong.

I think what happens is that there aren't other Federal programs that are duplicating the support effort of the Fund. The Fund is really unique. NIE has no programs which could support these kinds of programs, especially the action-oriented programs. Neither does the Office of Education, so there isn't really another Federal source for these programs to turn to.

We really are in a very unique situation here.

The second point I would like to make in response to your question is one which we have been enormously impressed with, that these projects somehow have been able to generate internal funding sources, internal to ther host institution. They become client-supported projects.

A large proportion of these have generated such interest that they become client supported.

One of the FIPSE grants that shows how FIPSE's money can come at just the critical stage is a program at Miami Dade Community College.

The program was operating with about 60 to 80 students at the time they applied for a grant. The program was being swamped with applicants, and it was really a one-man operation. They didn't know how to increase the number of students, and yet there was a tremendous demand.

In order to add legitimacy to the program internally within the institution as well as to automate some of their registration procedures the Fund gave them a small grant.

With the Fund's small grant, they were able to increase their services from services to 60 students to services to between 600 and 800 students.

They have much larger enrollments which are continuing today. As a matter of fact, the college has now made this program into a department. So that the program itself had its growth spurred by the funds from the grant and has now become an integral part of the university. I think that is the kind of improvement that Congress is looking for. Seed money to improve the basic structure by improving the programs. If you study a variety of seed money programs, this is the only one where you will find that kind of success.

Mr. Weiss. The other question I have has to do with the dissemination. I do not quite understand the number, you said there were 279,000 requests and when the FIPSE grant runs out, those fall off to nothing in the particular institutions.

Mr. Pelavin. The responses fall off dramatically.

Mr. Weiss. Where do those individual 279,000 requests come from in the first place and to whom do the responses go, and why would the responses fall off?

Mr. Pelavin. The requests initially come from a wide variety of people in the field of postsecondary education. There seems to be a word-of-mouth network, if you will, operating within the field. If someone is doing something good, no matter where they are, 10 or 20 other people are going to hear about it and they are going to write letters requesting further information.

Mr. Weiss. From institutions, 279,000 requests?

Mr. Pelavin. From people at institutions, faculty members, administrators. The program——

Mr. Weiss. That figure sounds awfully high, does it not?

Mr. Pelavin. Well, yes, and as a matter of fact I viewed it with some amount of incredulousness when the computer first spit it out. So I went on to do some further investigation.

About half those requests come from one project which is at a library which seems to have received requests for information about its project from probably most of the libraries in the United States. The Fund has helped the library system and the success has been so notable that it has received an enormous number of requests, in excess of 100,000 which I believe it can document, to send out additional information about the project. When we found that figure, we decided we could not just accept it, we had to investigate it further.

There are other projects which also received enormous numbers of requests. Alverno College has received since its success close to 10,000 requests. As a matter of fact, Alverno College is still fulfilling most of the requests and sending out information.

What becomes difficult is once the program has been institutionalized, in particular the program I was talking of before at Miami Dade Community College, once that program has become institutionalized, it is no longer a demonstration program and the university is not willing to devote a great deal of resources to disseminating information. They welcome visitors. That particular program probably gets from 100 to 200 visitors from around the world each year. There are a variety of unique features.

But I think even that is some imposition on what becomes the normal routine operations of an institution.

I have one figure which was handed to me which you might find of interest, 56 percent of the funds projects do leverage funds from other agencies.

Mr. SYMINGTON. Mr. Chairman, the Director would like to respond——

Mr. WEISS. Fifty six percent of the projects receive funds from other Federal agencies?

Mr. PELAVIN. Other sources of funding while the grant is going on.

Mr. WEISS. Thank you.

Reverend BARTELL. I appreciate your observation about the dissemination process of our projects because it has been part of our philosophy to build in a dissemination component in the project itself. Given the great diversities of needs and services it seems more cost effective to rely on the project director and the project itself to identify its dissemination field. We tend to believe that approach may be more cost effective than trying to create a Federal agency to try to define the field for such a wide range of initiatives as those we fund.

The difficulty comes when the host facility does not want to continue the dissemination in that way after FIPSE funding of the project activity ceases. We would like the opportunity to continue to develop dissemination responsibilities into a more permanent fixture of funded projects.

Mr. WEISS. Thank you very much. Unfortunately the bells have rung. Unless there are other questions at this point we want to thank you all for your presence, your participation, your tremendous accomplishment. We hope to see you continuing that good work and we expect to work with you.

[Whereupon, at 12:10 p.m., the subcommittee was adjourned, to reconvene upon the call of the Chair.]

[Material submitted for inclusion in the record follows:]

CLEARINGHOUSE
for community based free standing educational institutions

REAUTHORIZATION OF THE
FUND FOR THE IMROVEMENT
OF POSTSECONDARY EDUCATION

COMMENTS SUBMITTED TO:

SUBCOMMITTEE ON POSTSECONDARY EDUCATION
U.S. HOUSE OF REPRESENTATIVES
JULY 11, 1979

1806 Vernon Street N.W. • Washington, D.C. 20009 • (202) 462-6333

To those that know the Fund for the Improvement of Postsecondary Education, either through knowledge and observation of FIPSE funded projects, or through an association with the agency itself, its value and success are obvious. Since its establishment seven years ago, FIPSE has become a powerful force for reform within postsecondary education. FIPSE funded projects have contributed to improvement and reform in practically every facet of postsecondary education, from the introduction of cost effective approaches, to new methods of instruction, and from institutional purposes, to consumer protection. Beyond reform in the traditional, established system of higher education, FIPSE has boldly explored and helped legitimize some of the more effective alternatives to the established system, particularly those serving populations that the traditional college has not been able to reach.

Among federal education programs, FIPSE is unique in its success for a number of reasons:

- FIPSE's mandate is broad enough to allow a spectrum of support, and experimentation;
- As a "field-responsive program, FIPSE's core effort the comprehensive competition", has avoided restrictive regulations and has been able to attract the most innovative, creative thinking in educational reform, allowing each proposed project to be presented on its own terms and perspective;
- As a "risk-taking" program, FIPSE has sought out educational innovation in a wide variety of settings, helping uncover approaches and programs of great potential to education.

- FIPSE's approach in reviewing applications provides a forum for careful, disciplined debate over the merits of each proposed project, allowing consideration of good ideas from organizations lacking grantsmanship skills.
- A most important factor in the quality of FIPSE staff, open-minded, outcome oriented, and concept conscious individuals, who take the time to investigate each potential grant or contract on its own merits, focusing on the idea and its potential for reform.

Despite its strengths and success, FIPSE's impact has been limited. While impact in specific areas of educational practice can be documented, the agency's performance is falling short of what is needed because (a) the need for reform and improvement in postsecondary education is too great, and (b) FIPSE's resources are too limited. If FIPSE is to build on its very promising start, a substantial increase in its appropriation will be necessary, perhaps to the authorized level for FY79 of $75 million. Such an increase in this agency's budget would allow it to:

- Respond to a much greater number of innovative ideas for reform; at present, FIPSE receives about 2,000 applications annually and funds under 100.
- Launch an effort to disseminate the many worthwhile, replicable models that have been developed with FIPSE support; the agency's capacity to do this at this time is extremely limited.
- Provide more sustained support to major, high impact projects to help assure their stability and institutionalization, and to help create long term institutional reform.

- Increase the exploration of new, alternative approaches to the delivery of postsecondary education.
- Develop data necessary for new policy initiatives.
- Promote interagency cooperation for continued support and institutionalization of promising models.

NSEF national student educational fund
2000 P Street, Northwest – Suite 305 – Washington, D.C. 20036 – (202) 785-1856

TECHNICAL ASSISTANCE FOR STUDENT PROJECTS

Testimony on Reauthorization of Higher
Education Ace, Fund for the Improvement
of Postsecondary Education and Related
Sections to:

House Postsecondary Education Subcommittee

Kathryn Baron
National Student Educational Fund
July 13, 1979

Chairperson and members of the Subcommittee, my name is Kathryn Baron. At the National Student Educational Fund I am Associate Project Director of the Better Information Project: Prizes In Education (BIPPIE) supported by H.E.W.'s Fund for the Improvement of Postsecondary Education. I would like to comment today from the perspective of the National Student Educational Fund's two years of intensive experience with campus student information projects through our BIPPIE competition; from our seven years of experience as a research, information and training organization for campus, state and national student leaders; and from my own personal experience.

The United States Student Association and the Coalition of Independent College and University Students joins with NSEF in this testimony.

Today I would like to show you examples of exciting student projects -- and make recommendations for small - but vital - Federal technical assistance to encourage such projects and increase FIPSE's accessibility to students. Technical assistance would focus on strategies of recognition and improvement of exemplary projects and dissemination of ideas to each new generation of student leaders on over 3,000 2-year and 4-year campuses and over 3,000 vocational school campuses.

At the national level, students have no information channels on a) how to get grants, and b) technical assistance on their projects. As has become apparent through our Better Information Project, there are many innovative, exciting and refreshing student developed and produced projects that would benefit from small amounts of federal money or technical support to learn from other student projects. Therefore, we would like to recommend the following amendments:

1. A Set Aside of FIPSE funds for Mini-Grants to Student Projects to Improve or Disseminate Exemplary Student Projects.

We propose that Congress provide for a set aside of 10 percent of FIPSE funds for student projects which would exemplify techniques which could be used on other campuses across the country.

At the current appropriation level of $13 million, this would involve about $1.1 million per year (after administrative expenses), which could provide for 60 mini-grants of $5,000 - $30,000 (average of $15,000), and 5 regular competition grants averaging $40,000.

These projects would emphasize "currently successful efforts," which need a small amount of funds for improvement, for documentation of the approach, and the dissemination to networks of other student projects and others who are interested in doing similar work. In addition, these student projects will assist Congress, administrators, faculty and researchers to learn about effective ways to improve the academic environment and to learn of the best roles for student projects in relation to administrator or faculty projects.

2. A Clearinghouse for Technical Assistance for Student Projects.

As an extension of the exemplary project strategy, an overall effort is important to document the impact of student projects on the academic environment and on project participants, to identify the best ways to disseminate these findings and the results of student projects, to engage the directors of student projects in dialogues about standards for problem identification, administrative feasibility, evaluation and dissemination.

There are many parties at the Federal level which have partial responsibilities and interests in student projects, including the Assistant Secretary for Education, the Commissioner of Education, and the Directors of the National Institute of Education and the Fund for the Improvement of Postsecondary Education.

It is important for these and other parties to meet together to identify the best ways to carry out evaluation and technical assistance to student projects. Through additions to existing clearinghouses? Through the creation of a new student projects clearinghouse? Through the creation of a clearinghouse for new projects, including student projects, but involving innovative administrator and faculty projects as well?

Currently, no Federal agency has a clear responsibility to carry out such evaluation and dissemination. FIPSE focuses on demonstration, but not on dissemination in a continuing manner. NIE focuses on research and dissemination of research, but not on dissemination or technical assistance to student projects or other small innovative projects. An example of how the current legislative mandates to these two agencies have failed to provide much needed technical assistance is the NEXUS Project of the American Association of Higher Education. After substantial funding by FIPSE in the early 1970's as a demonstration, this telephone-based technical assistance "first contact" clearinghouse was not able to secure long-term funding from education associations, foundations, or especially from the National Institute of Education. Students were between 10-15 percent of the callers to NEXUS's 800 number. Although all evaluations described the value of the clearinghouse, it did not fit any of the existing categories for support. Thus, after several successful years, NEXUS closed down last year.

We propose that Congress direct the several Federal agencies concerned with research, demonstration and dissemination on the improvement of post-secondary education to sit down with student and consumer groups, and other higher education organizations to design the appropriate way to carry out technical assistance to student projects in the overall context of technical assistance to many innovative projects designed by faculty, administrators, students and others.

As background, each year thousands of students in postsecondary institutions carry out orientation, community service, academic, special interest projects to meet the needs of many kinds of students and communities. Through these projects, students contribute substantially to the academic and community environment, and they learn valuable skills. These projects are started because there are strongly felt needs among students. These projects are continued with small amounts of money and with millions of hours of volunteer time, the help of many networks of faculty, administrators and students who provide advice about the best ways to carry out the projects taking into account the experience with previous efforts.

Following are descriptions of NSEF's Better Information Project: Prizes In Education to recognize and encourage student projects in the broad field of educational consumer information for other students or prospective students and NSEF's activities to encourage student projects to apply to FIPSE, with recommendations for similar activities by FIPSE:

1. Experience of Better Information Project: Prizes In Education in Providing Recognition to Exemplary Student Information Projects.

With heightened interest about the needs for students to make good consumer choices about their time spent in postsecondary education, NSEF developed the Better Information Project: Prizes In Education to recognize exemplary student work and to disseminate this work to others. With support from H.E.W.'s Fund for the Improvement of Postsecondary Education and several education-related organizations, the BIPPIE project has received almost 500 entries in its first two years, 1977-1979, and awarded certificates to over 90 winners, finalists and honorable mentions. Projects were submitted in print, slide-show, videotape and film media, on a wide range of student interests, including orientation, academics, women's issues, minority student issues and handicapped student issues.

We have learned from the project that students are doing an amazing amount of work in many areas. We have learned that student projects are very interested in learning from other student, faculty and administrator projects about their successes and mistakes. Thus, the Project is now publishing a book, Better Information From Students, which describes, through case studies, the experiences of the winning entrants and gives a directory of all entrants. The book has already become a "best seller" even before it comes off the press this summer. This book will help set standards for student projects, will begin discussions on the role of student information projects and institutional information projects, and will provide "how-to" tips and contact persons for persons in many specialized areas.

During the competition we noticed that many of the winning or honorable mention information projects came from University of California campuses, and were supported in part by a $1 million annual fund for the improvement of undergraduate instruction. Student projects as well as faculty and administrator projects were eligible to compete for funds to improve undergraduate instruction, advising, faculty evaluation and other academic affairs projects. As a result, it seemed to NSEF that similar projects could be encouraged at the Federal level by the Fund for the Improvement of Postsecondary Education - if FIPSE "set aside" some funds for student projects and communicated directly with student academic affairs projects at the campus level to let them know about the availability of support.

2. NSEF Activities to Encourage Student Projects to Apply to FIPSE.

Each year since FIPSE was begun, 2-3 student projects have been funded. Many of these have been national in scope, such as NSEF's Information Gap Project to identify student information needs, NSEF's Better Information Project to recognize exemplary student information projects on campus, and the City University of New York Student Senate's Project on Students and Collective Bargaining. A few have been campus student research or community service projects.

In the fall of 1978, the National Student Educational Fund wrote a letter to encourage state and national student organizations to apply to FIPSE. FIPSE sent this letter out with its Guidelines to 100 student groups. As a result, several organizations applied this past winter, and there is the possibility that one or more new student projects will be funded in the coming year because of this encouragement.

For the coming fall, FIPSE could send a similar letter to the academic affairs division of student government associations and to specialized student project mailing lists. Such a letter would generate many more inquiries and proposals. It would also raise the question listed above about the "setting aside" of funds for student projects, the writing of special guidelines for student projects, and the development of "mini-grant" categories for projects which are not as large and complex as the normal projects which seek funds from FIPSE.

The process of writing special FIPSE guidelines and carrying out dissemination to campus student projects would be valuable in setting standards among student projects, and in letting student projects know about the quality of work being carried out by students in other parts of the country.

As a result, we propose that FIPSE work with student and consumer groups this summer to develop special guidelines and letters to encourage student projects to apply.

NSEF

Ideas

Better Information Newsletter

The Better Information Project: Prizes in Education is a project of the National Student Educational Fund
Suite 305 — 2000 P Street, N.W. — Washington, D.C. 20036 — (202) 785-1856

Volume II, Number 2 May 1979

Update

IDEAS is the newsletter of the Better Information Project: Prizes in Education. It is distributed to approximately 18,000 student body presidents, financial aid directors, campus information officers, student affairs directors, admissions officers and Better Information competition entrants throughout the nation. At least five people on your campus receive IDEAS.

Please contact us if you have any questions or comments about the Better Information Project or if you would like to share any innovative efforts made on your campus to provide better information for students.

AN ANALYSIS OF STUDENT-PRODUCED INFORMATION

This year a research survey was distributed to all the competition entrants, Deans of Student Affairs, Student Body Presidents and Campus Information Officers. The survey asked the respondents to prioritize, by category, the information needs of enrolled and prospective students, to indicate whether or not their particular campus provides sufficient information in each category and to speculate on who students would like to receive information from, such as presently enrolled students or administrators.

The results of this survey will be announced during the "Information Celebration" on Friday, June 8 at 10 a.m. in the AACJC Conference Room at One Dupont Circle, Washington, D.C. The announcement will be part of an open workshop and panel discussion concerning college catalogs. If you are unable to attend, the survey results will be printed in the September 1979 issue of IDEAS.

A CELEBRATION

From June 7 - 9 the twelve winners of the 1978-79 BIPPIE competition will be in Washington, D.C. for a three-day "Information Celebration". The winners will participate in workshops, meet the BIPPIE judging panel, exchange ideas, discuss future projects and receive certificates of achievement and $500 at an awards dinner. The $500 is to be put toward the student production of the winner's choice on her/his campus which may include the improvement or expansion of the winning entry.

SURVIVING UCLA, see page 3 for details.

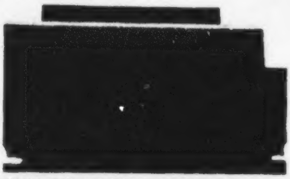
Entries

WHAT DO STUDENTS PRODUCE?

Just about everything from Financial Aid Guides, Orientation Slide-shows to student life calendars. This years' entries ranged in production price from under $100 to $30,000!

What would cost $30,000. Ask Randy Kamin of Glassboro State College in New Jersey. In order to improve communication of events, Randy persuaded the Student Government Association to purchase a 27 foot long Electronic Message Board. The message board sits atop the Student Center and 616 light bulbs get the message out.

JIWS "A" [illegible] strip



SPEAK SOFTLY AND CARRY A LOUD WHISTLE

The Student Government of the University of Cincinnati established a committee to educate university members and community residents about the problem of crime, specifically violent crimes against people. The result is the Whistle Alert Program.

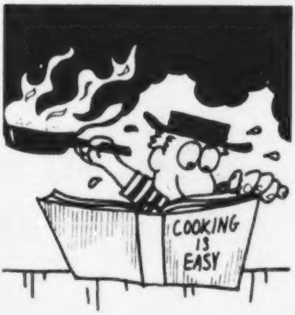
Inexpensive, high-pitched whistles were sold with press-on phone numbers for the city and University police and rape crisis hotlines. Seminars were held to teach people how to avoid becoming victims. Liaisons with the city police and community residents were established so everyone would know what to do at the sound of a whistle.

This program is part of a total education project to help people help prevent crime.

I'LL SURVIVE

A large category of entries this year dealt with techniques for surviving college. Generally these publications identify hideaways, list good eating establishments, provide tips on avoiding bureaucratic redtape and contain directories of social services, health facilities, legal services and other community services.

A student at the University of Missouri at Columbia said of their publication, the MSA Survival Book, "the goal of the publication was to make life a little easier for the student".



THE MSA SURVIVAL BOOK, see page 4 for details.

OH NO, MEATLOAF AGAIN!

Did you make the big move off-campus and discover that boiling water was a major feat? Help is here! Angela Liuzzi of the Off-Campus College at the State University of New York at Binghamton compiled a cook book entitled "What's Cooking?" This culinary compendium contains quick, easy-to-prepare, inexpensive, nutritional recipes. Fool your mother, eat a balanced meal.

Project Spread

The winning BIPPIE entries will be on display during a reception to honor the twelve 1978-79 BIPPIE winners. The reception will be held in the Gold Room of the Rayburn House Office Building, in Washington, D.C., from 4:30 p.m. to 7:30 p.m., Thursday, June 7. Everyone is welcome to attend.

BIPPIE staff have presented workshops at many conferences this past year including the National Association of Student Personnel Administrators, American Association for Collegiate Registrars and Admissions Officers, and the Education Writers Association.

If your organization is holding a conference and would like us to conduct a workshop on providing better information, contact Kathryn Baron at NSEF, 2000 P St., N.W., Suite 305., Washington, D.C. 20036.

1978-79 AWARDS

BIPPIE WINNERS

"AARRRGG!" PREVENTION HANDBOOK & CALENDAR

By Jefferson L. Perrin, Kansas City Kansas Community College

"You spend so much time trying to find someone who can help answer all your questions about the Kansas City Kansas Community College that by the time you find them you've forgotten what the questions were."

The "AARRRGG" Calendar is a reference manual, new student orientation guide and a hilarious twelve month journey through KCKCC.

ACADEMIC EVALUATION COURSE GUIDE

By Matthew Cooper and David Chapin, George Washington University

Using a computer program and a survey instrument, a computerized course and teacher evaluation was finally realized at GWU. Over 3,000 copies of the evaluation book were distributed, free of charge, to students, faculty and administrators.

The COURSE GUIDE provides students with information regarding the workload, clarity of concepts taught, instructor's proficiency and overall ratings for every course. This innovative approach to evaluations is presented in an easy-to-read fashion.

BINGHAMTON, JOHNSON CITY, ENDICOTT TENANTS: KNOW YOUR RIGHTS

By Angela M. Liuzzi, State University of New York at Binghamton

This series of pamphlets presents, in simplified form, information not easily understood or readily accessible to tenants. They seek to educate tenants about the housing code and what to do in the case of violations in order to ensure adequate and safe housing conditions.

GIMME SHELTER

By Sarah Siwek, Syracuse University

A project of ALTERACTS, the Alternative Action Service, this publication provides current, extensive information on all aspects of off-campus living. Apartment condition checklists, sublease contracts and lease amendments are provided with convenient perforated edges. The authors hope that "By providing this educational information, . . .students will be better equipped to recognize and approach landlord-tenant problems."

OCC SELF-HELP MANUAL: A SURVIVAL GUIDE TO THE TRIPLE CITIES

By Clif Gregory, State University of New York at Binghamton

The SELF-HELP MANUAL was first produced in 1973 and has been revised and refined ever since. It is an extensive survival guide produced by the Off-Campus College, an organization for students living off-campus. It is an exceptionally complete manual covering subjects from academics to housing to Broome County services and facilities. The SELF-HELP MANUAL is a two time BIPPIE winner.

OPENING DOORS

By Glenna Booth, Metropolitan State College

A slide-show and an accompanying narration offer an insightful and sensitive view of developmentally disabled adult students in Metropolitan's College for Living.

The slide-show is used to recruit student volunteers to teach classes in community living skills to the disabled adults. Photographs of classes and activities are presented in conjunction with interviews of student volunteers and adult students to provide viewers with a feel for the work involved. Eighty percent of the present volunteers were influenced by the slide-show.

PEOPLE'S YELLOW PAGES OF LAWRENCE, KANSAS #3

By Judy Browder and Scott James, University of Kansas, Lawrence

From Agriculture to Zip Codes, you'll find it in this booklet. The PEOPLE'S YELLOW PAGES offers a complete listing of community and university services and provides alternatives to various social and personal situations.

SURVIVING UCLA

By Nancy McNary, University of California at Los Angeles

SURVIVING UCLA is designed to provide students with enough information so that they are able to help themselves. It includes registration tips, financial aid sources, housing options, community, health and legal services and campus organizations, to name a few. This is all presented in an eye-catching, entertaining manner with the aid of graphics and an innovative lay-out design.

TACTILE/BRAILLE MAP

By Scott Miller, Southern Illinois University at Carbondale

Feel your way around a 6' by 4' three dimensional Braille map of the campus including the location of buildings, footpaths, roadways, boulders, stairways, etc.

The 800 acre SIU-C campus can be confusing for sighted students let alone blind students. The TACTILE/BRAILLE MAP provides a means for visually impaired students to achieve greater self-mobility and self-reliance. A cross-referenced legend and grid locater system enables blind students to gain a greater awareness and understanding of their surroundings.

YOU CAN GET THERE FROM HERE

By Christine A. Solie, The Ohio State University

This is a weekly news feature aired daily on WOSR 540 AM, which is broadcast through the dormitories. It encourages students to venture into the city of Columbus through the presentation of off-campus, alternative activities. Producer Chris Solie says of the program, "I believe college is a total educational experience and part of the experience involves the discovery of a new city."

WHATCHA GONNA BE WHEN YOU GROW UP?

By Monnie Ryan, Kent State University Trumbull

Ms. Ryan's booklet is a humorous and informative guide for older women considering going to college. Her goal for the booklet is "to offer encouragement, self-confidence, and how-to's to the older woman college student."

Graphics, courtesy of Monnie's son Scott, highlight each area and provide us with a comic view of ourselves.

WORKING AGAINST RAPE

By Sally Edwards, Stanford University

A complete handbook which dispels common myths about rape, discusses the psychological and physical impact on a rape victim and provides suggestions for where to go for help and what you can expect to happen to you depending on your choice of action. The booklet also discusses what you can do to avoid rape.

BIPPIE FINALISTS

THE CLOSING SLIDE SHOW, by Beverly Verna, University of California at Los Angeles. A collage of slides with a musical soundtrack depicting student life at UCLA.

HANDBOOK ON CHILD CARE IN BROOME COUNTY/MANUAL DE VINERIAS INFANTIL DE BROOME COUNTY, by Alison F. Lepp, State University of New York at Binghamton. A complete listing of child care services in Broome County, in both Spanish and English.

UCSD ENCHIRIDION, by Ralph Grunewald, University of California at San Diego. A comprehensive student handbook and area survival guide.

UCSC COURSE REVIEW 1978, by David Arenson, University of California at Santa Cruz. Provides information related to the effectiveness of reading materials, class discussions, class assignments and the instructor's approach.

"WHY DID YOU CHOOSE CENTRAL?" by Robert H. Parsons, Central Michigan University. A multimedia slide presentation of student activities available on campus.

PROJECT AWARENESS, NOVEMBER 78, by Diane Delpit, University of California at Los Angeles. A compilation of survey responses from local political hopefuls regarding issues of concern to students.

THE MSA SURVIVAL BOOK, by Kay Taggart, University of Missouri/Columbia. A simple, clear student reference manual geared toward the whole student.

HONORABLE MENTIONS

"Pathfinder . . . A C.W. Post Survival Manual 1978-79". *by Wayne M. Schneider.*

Intor to Penn. *by Meryl S. Diamond, University of Pennsylvania.*

Financial Aid at DeAnza College. *by Barbara J. Posch.*

Student Guide/Megabook. *by Jonathan Kessler, Rensselaer Polytechnic Institute*

Electronic Message Board. *by Randy Kamin, Glassboro State College.*

Internships. *by Heather Mayfield, Dartmouth College.*

LTF College Guidance Service. *by Paul Druson, Jewish Theological Seminary of America.*

Basic First-Aid and Emergency Care for the College Student. *by James R. Elmore, Colby College.*

Hamilton College Course Guide Book. *by Gary T. Goldstein.*

Q.C.C. Footbook. *by Cynthia Anderson, Quinsigamond Community College.*

Hollins: A Historical Walking Tour. *by Theresa Overall and Judy Sublett, Hollins College.*

Student Voting Drive. *by David LaGesse, University of Missouri/Columbia.*

The North American Guide to Graduate School Faculty in the Wildlife Biology. *by Laura Mauro, SUNY College of Environmental Science and Forestry.*

Student Handbook/Calendar. *by Cathy Eberle, Mundelein College.*

Everything You Always Wanted to Know About Tutors - But Were Afraid to Ask! *by Denise Bedard, Johnson State College.*

Loyola Marymount Student Handbook and Guide to Lost Angeles. *by Terry Adelmann.*

Comments

THE ENTRIES - WHERE TO FIND THEM ....

In our last issue of IDEAS, we listed the locations of several sets of the 1977 -78 BIPPIE entries. Additional sets are at:

SPAN Office
(Student Paraprofessionals Addressing
Needs)
The University Library
George Washington University
Washington, D.C. 20052

Services for Handicapped Students
Office of the Dean of Students
Student Services Building, Room 116
University of Texas at Austin
Austin, Texas 78712

CASE
(Council for the Advancement in Support
of Education)
Resource Library
1 (One) Dupont Circle, N.W.
Washington, D.C. 20036

.... AND WHERE TO GET THIS YEARS' ENTRIES

Is your institution or organization interested in housing a complete set of the 1978-79 BIPPIE entries? Is so, then please send us a letter of request as soon as possible. The sets of entries will be placed at eight locations throughout the country. Please include the answers to the following questions, in your request letter: Where will the entries be placed? Who will have access to them? Do you have any specific use for the entries? How long will you keep the entries? Can you pay the shipping charges (approximately $10).

Please include this information and we will respond to your request as soon as possible. Send your request to:

National Student Educational Fund
2000,P Street, N.W. Suite 305
Washington, D.C. 20036

Attention: Entry Request Coordinator

Congratulations to all 1979 graduates!

NSEF ANNOUNCES NEW TRAVEL PROGRAMS

The National Student Educational Fund announced recently an agreement with the International Study Travel Center (ISTC) to provide low cost international travel for students studying and vacationing abroad. ISTC, located in Washington, D.C., has many years of experience in arranging group travel, with an emphasis on U.S. students studying abroad. In recent history, ISTC has expanded into such vacation markets as Acapulco, Jamaica, Nassau and Columbia.

Summer and fall programs are available to Russia, Acapulco, Spain and Jamaica. The Russia program includes several departures and itineraries with prices beginning as low as $849. The program includes a special pre-Olympic tour called Spartikade for this summer. Acapulco and Jamaica are available year round, with east coast rates beginning as low as $269 for Jamaica and $369 for Acapulco. The Spain program is a weekly summer-long charter from New York, allowing for open returns. Prices begin at only $369.

FROM THE NSA SURVIVAL GUIDE

The two organizations also have publications in the planning stages. These include a "cookbook" for operating an effective campus travel center; a compilation of study abroad programs available to U.S. students; and a publication designed to assist student travelers with local country "survival" info.

For more information, or a price for your group trips, contact:

International Study Travel Center
1990 M Street, N.W., Suite 480
Washington, D.C. 20036
800 - 424-8881 NATIONWIDE
202 - 466-7900 LOCAL

Notices

USSA SPONSORS A LOBBYING CONFERENCE

The United States Student Association held a four-day Lobbying Conference from April 20th - 24th, in Washington, D.C. It was an excellent opportunity for students to speak out to the Members of Congress about the issues of greatest concern to the student population.

The student participants spent two days in workshop sessions that included topics on: Financial Aid; The Draft; Title IX: Minority student issues; Students and standarized testing; Youth employment; U.S. Policy in South Africa; How to get government grants; and Proposition 13. Then, the students spent two days actively lobbying on Capitol Hill. The efforts were quite successful according to Joel Packer, Legislative Director of USSA. "The student participants were extremely enthusiastic throughout the Conference and the response from Members of Congress has been very positive. They did a great job!"

Approximately 250 students from across the country participated in the Lobbying Conference, representing their student governments, state student associations, and student newspapers.

The Conference also sought to involve students who did not attend the Conference. The student participants shared their experiences and information on current issues when they returned to campus. This process will assist in keeping the interest and enthusiasm alive.

SAVE THE TALLGRASS PRAIRIE
ERA NOW!
A HOOT POLLUTE
NO
A BEAUTIFUL BEACH IS A NUDE BEACH
NO NUKES
SAVE THE SEALS

THE PEOPLE'S YELLOW PAGES, see page 3 for details.

AND I'D LIKE TO THANK . . .

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